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LEGISLATIVE HISTORY

Public Law 806--81st Congress

Chapter 976--2nd Session

H.J. Res. 334

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DIGEST OF PUBLIC LAW 806

INTERNATIONAL ORGANIZATIONS. To amend certain laws providing for membership and participation by the United States in certain international organizations.

INDEX AND SUMMARY OF HISTORY ON H.J. RES. 806

July 21, 1949	Hearings: House. Special Subcommittee of the Committee on Foreign Affairs House of Representatives. 81st. Congress. Joint Resolution to amend certain laws. Hearing as printed.
August 4, 1949	Mr. Morgan introduced the following joint resolution; which was referred to the Committee on Foreign Affairs. Joint Resolution as printed.
August 11, 1949	House reported on H.J. Res. 334. House Report 1257. Print of the Joint Resolution as reported.
October 10, 1949	Began debate in the House.
June 21, 1950	House debate continued
June 22, 1950	Passed House without Amendment
June 23, 1950	Referred to Senate Foreign Relations Committee
August 28, 1950	Senate reported H.J. Res. 334 with amendment. S. Report 2450. Print of Bill as reported.
September 13, 1950	Passed Senate as reported.
September 14, 1950	House concurred in Senate amendments
September 21, 1950	Approved. Public 806

UNITED STATES PARTICIPATION IN CERTAIN INTERNATIONAL ORGANIZATIONS

HEARINGS

BEFORE A

SPECIAL SUBCOMMITTEE OF THE COMMITTEE ON FOREIGN AFFAIRS HOUSE OF REPRESENTATIVES

EIGHTY-FIRST CONGRESS

FIRST SESSION

ON

H. J. Res. 334

A JOINT RESOLUTION TO AMEND CERTAIN LAWS
PROVIDING FOR MEMBERSHIP AND PARTICIPA-
TION BY THE UNITED STATES IN CERTAIN
INTERNATIONAL ORGANIZATIONS

JULY 21 AND 22, 1949

Printed for the use of the Committee on Foreign Affairs



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WASHINGTON : 1949

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THE HISTORY OF

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CHARLES THE FIRST

BY

JOHN BURNET

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UNITED STATES PARTICIPATION IN CERTAIN INTERNATIONAL ORGANIZATIONS

THURSDAY, JULY 21, 1949

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE OF THE COMMITTEE ON FOREIGN AFFAIRS,
Washington, D. C.

The committee met at 10:30 a. m., Hon. Thomas E. Morgan (chairman) presiding.

Mr. MORGAN. The committee will be in order. The purpose of this hearing is to consider the proposal to remove certain ceilings, as proposed in an executive communication sent to the chairman. The chairman appointed a subcommittee consisting of Mr. Carnahan, Dr. Judd, and myself. I talked this matter over with Mr. Marshall, our staff member, and we took it on ourselves to break the proposal down into several individual resolutions, rather than have them go into one joint resolution, as was proposed in the executive communication.

We have with us this morning representatives of the State Department, as well as others, and we shall hear at this time from Mr. Sandifer.

STATEMENT OF DURWARD SANDIFER, DEPUTY ASSISTANT SECRETARY, UNITED NATIONS AFFAIRS, DEPARTMENT OF STATE; ACCOMPANIED BY GEORGE M. INGRAM, ACTING CHIEF, INTERNATIONAL ADMINISTRATION STAFF, OFFICE OF UNITED NATIONS AFFAIRS

Mr. MORGAN. Mr. Sandifer, you have a statement to present to the committee on the matter incorporated in the executive communication; is that right?

Mr. SANDIFER. That is right.

Mr. MORGAN. You may proceed.

Mr. SANDIFER. Mr. Chairman, I am very glad to have an opportunity to explain to the committee our view as to the need for this proposed legislation.

I might say that there are also present this morning Dr. Scheele, the Surgeon General; Mr. Zempel, from the Department of Labor, who is Acting Director of the Office of International Labor Affairs; and Mr. William A. Minor, Jr., Assistant to the Secretary of Agriculture. They would be pleased to answer any questions you have on the specific aspects of the specialized agencies concerned here. Also, we have Mr. Robbins, from the State Department, who is a specialist on the South Pacific Commission.

Of course, the question here is not of world-shaking importance, such as a good many of the questions you have been dealing with up here this year; but in the picture of international organization finances I think we can say that this is really a vital question, and that is because it is necessary to get the comparatively modest financial programs of these organizations on a sound basis.

The recommendation made by the Department of State to the Congress was for the removal of the present statutory limitations on United States contributions to five organizations, three of these being specialized agencies of the United Nations—the World Health Organization, the Food and Agriculture Organization, and the International Labor Organization. The other two are the South Pacific Commission and a small inter-American organization, the American International Institute for the Protection of Childhood.

With regard to these organizations, the United States, in two cases, is in arrears on the payment of its assessments on account of the existence of these ceilings, will become in arrears in the next fiscal year in two others, and is likely to be in arrears next year on the other. In each case the program of the organization is one which the Department feels to be deserving of effective United States support. While raising the statutory limitations to figures high enough to cover present assessments and those immediately anticipated would enable the United States to meet its current obligations, the Department believes that it is in the interest of the United States that the present limitations should be removed and that no new limitations be placed upon future United States contributions to these organizations.

Of course, we appreciate fully the desire of the Congress to insure that international organizations in which we participate operate economically, and that the United States is not required to pay an undue share of the costs of operation of these organizations.

One of our principal points of emphasis in the meetings of these organizations is insistence on economy and sound financial practices in relation to the program of the organization, and in connection with what we think the organizations are in a position to carry out.

In that connection, Dr. Scheele can tell you that we have achieved a reduction in the case of WHO this year—small, but it is an important step in the direction of attaining a lower regular percentage of United States contribution. Agreement was reached on 33½ percent as the permanent goal for the contribution of the United States, with a reduction of the percentage of the United States from more than 38 percent to 36 percent for the coming fiscal year.

The Department feels, however, that statutory limitations on the amounts authorized to be contributed are not necessary to achieve these results. In this connection we feel that the experience in organizations where there is no limitation on the United States contribution has shown this to be the case.

As you know, the statutes which authorize United States participation in other organizations, in other specialized agencies—in the United Nations, the United Nations Educational, Scientific, and Cultural Organization, the International Telecommunication Union, the Universal Postal Union, and many other important organizations—do not contain these limitations. They do not provide ceilings in the legislation.

I think I might comment briefly on the experience in those cases where there are no statutory limitations. In the case of these organizations the budgets have been maintained at a reasonable level and the United States contribution percentages are now low, or where high, are in the process of being lowered.

There is no legislative limitation on the United States contribution to the United Nations. The United Nations' present budget for the coming fiscal year will be approximately \$40,000,000. The increases that have come about since the beginning of the organization are in part a result of the growth of the administrative staff necessary to carry out the functions of the organization, and that normal growth must be considered reasonable. But the increase has been principally due to the extent of the political activity which it has been found necessary and desirable for the United Nations to carry on. That is, the creation of a large number of commissions—the Palestine Commission and the Commission on the dispute between India and Pakistan over Kashmir; the Greek Commission; the Korean Commission; and two or three others of that kind which have increased the cost of operating the United Nations. We feel that the increase has been a reasonable one in relation to the program and the problems before the organization.

At the same time the United States has been successful in getting the organization to agree, in the first place, that its contribution should be 39 percent-plus despite the fact that an expert committee which had studied the question of contributions and the distribution of cost among member states had found on the standards and criteria which were set up that the United States would normally be expected to pay approximately 50 percent. But from the beginning we have paid 39.89 percent to the United Nations. Last year, at the General Assembly in Paris, we succeeded in getting the Assembly to agree to the principle of not assessing any one nation more than one-third of the total budget or total cost of the organization.

The Assembly agreed to move in that direction by stages. But in view of the present unsettled condition of the world and the financial difficulties of other states, and the dollar scarcity, no reduction in the United States percentage was made at the Assembly last fall.

In the case of UNESCO our share of the budget began at about 42 percent and has been reduced to 38½ percent, and an agreement has been reached on the principle of a percentage ceiling for the United States at 33½ percent.

There has actually been a reduction in the size of the UNESCO budget assessed against members for 1949 as compared with the assessment budget for 1948.

In the International Civil Aviation Organization, another case in point, our share in the last fiscal year was 18½ percent and it was reduced at the Conference which met in June to a little over 17 percent for next year. As the result of some increase in membership, there was also a small reduction in the assessment budget of the organization.

A similar situation is found in the International Telecommunication Union, where we pay, as the result of the historical development of that organization, a smaller percentage, 8 percent of a total budget of roughly \$900,000.

I cite these as cases where ceiling limitations have not existed and where the experience has been a good one and the record a good one, I think, from the standpoint of the program and the budget and the financial practices of the Organization; and of United States policy with respect to any increases in the budget; and with respect to the share of the United States in the total budget of the organization.

The difficulties created by these limitations, I think I might say, arise in the first instance from the problem of timing. It is difficult for the Department to come to Congress frequently to secure necessary changes in statutory limitations before entering into the first stages of budgetary negotiation within these organizations. It is very difficult, perhaps impossible, to anticipate the exact shape which the program and the budget will take at a given meeting, and the support which some proposals will obtain from other member nations, and the importance that they will attach to them; or the extent to which counterproposals or compromise on the part of the United States will be called for if a complete defeat of the United States objectives is to be avoided.

Then there is the practical effect of a dollar limitation on United States contributions, when the program of an organization develops to a point where it is in danger of being exceeded, which is to deny to the United States representatives the voice which they should have in determination of the actual program and its cost.

Of course, where these ceilings exist, the United States delegations are instructed that they are not to commit the United States in any way to an increase above that ceiling. We have felt in situations that have developed over a period of a couple of years in the ILO, and in the World Health Organization, that it was not desirable for the United States to vote against the budget proposals as adopted this year, but the United States proposed a lower budget and abstained on the budget that was voted. It did insist and make quite clear that there was no assurance that the United States would be in a position to pay the amount over the ceiling which now exists on the contribution of the United States.

The unfortunate consequences of the statutory limitations for the effectiveness of United States delegations are naturally greatest where the program decisions to be taken are of most significance and importance. These United States delegations, when they are operating under statutory limitations, are generally unique among delegations in their inability to participate in the final negotiation of budgets, in carrying on their negotiations for the fixing of a budget.

Very rapidly stated, that is the general background of this situation and I think I might speak specifically on the organizations that we have before us. I shall speak first of the smallest organization, the American International Institute for the Protection of Childhood. Until 1946 the assessment of the United States in that organization was \$2,000. As a result of the reorganization of the program and of the organization, their budget was increased and the assessment of the United States was increased to \$10,000. All of the American Republics became members of the organization and the program was put on a more active, a more effective, and a more efficient basis. We will, as a result of that increase, be 3 years in arrears on our payments to this institute; that is, \$8,000 for each of three fiscal years.

The South Pacific Commission is an illustration of the problems that arise when a ceiling limitation is fixed. At the time that the limitation of \$20,000 on our contributions to this Commission was fixed, the organization was in its formative stage. The budget and the program had not been developed. The scope which it might properly take was not clear at that time and, as a result, since the organization has had time to get fully under way, to get established, to set up its headquarters, to get a research staff on the ground and operating effectively, the budget necessarily has assumed larger proportions. The 1949 budget I believe was approximately \$333,000. Of this the United States will be assessed \$32,366, or \$12,000 over its present ceiling limitation.

The other members feel and we feel that a budget of \$500,000 is a reasonable estimate for this organization when it is on a permanent and going basis. We feel that that would not be an excessive amount for that organization.

In the case of the World Health Organization—

Mr. JUDD. Pardon me for interrupting; what was the name of the last organization?

Mr. SANDIFER. The South Pacific Commission.

Mr. JUDD. And that is the one of our contributions on which there is a present ceiling of \$20,000?

Mr. SANDIFER. Yes.

Mr. JUDD. And you want to increase that to \$75,000, which would mean roughly 15 percent as the United States' share of a budget of \$500,000?

Mr. SANDIFER. We have not made any proposal to increase it.

Mr. JUDD. You do not want any ceiling at all; I understand that.

Mr. SANDIFER. There has been a ceiling of \$20,000 and our present contribution is \$32,000, plus.

Mr. JUDD. That \$32,000 is roughly between 9 and 10 percent of the total budget of \$333,000, which is the figure I recall you mentioned.

Mr. SANDIFER. Twelve and one-half percent of \$333,000.

Mr. JUDD. How can \$32,000 be 12½ percent of \$333,000?

Mr. SANDIFER. Mr. Ingram, can you clarify that?

Mr. JUDD. I know that a lot of things have changed, but certainly not the rules of arithmetic.

Mr. INGRAM. I think that is the total budget, the total expenditure budget in which is included some miscellaneous income. The assessment budget is somewhat different. So that the total assessment is less than your total expenditure budget.

Mr. JUDD. What is the highest amount that we have paid under that? This year our contribution amounts to 12½ percent. Disregarding the arithmetic for the moment, is that about what we have been running?

Mr. SANDIFER. That has been our percentage from the beginning; that is right.

Now, in the case of the World Health Organization, the budget for the current year was \$5,000,000, of which our share was 38.54 percent. At the World Health Assembly which just recently finished its session at Rome, the assessments budget was increased to \$7,000,000 and our share, as I indicated a moment ago, was reduced to 36 percent. The resulting assessment, if my figures are correct here, on that budget, would be \$2,520,000. The present ceiling on our contribution to the World Health Organization is \$1,920,000.

Dr. Judd, I think you will recall the circumstances under which that ceiling was fixed. It was at a time when the Interim Commission was just finishing its work; the Organization was getting under way and the \$5,000,000 figure was, in effect, the estimated budget prepared by the Interim Commission.

That budget was maintained for the first fiscal year, because the Organization was just getting its staff set up. It takes a period of time to employ the necessary staff to carry out the program agreed upon.

The Executive Board of the Organization surveyed the budget situation very carefully prior to the meeting of the Health Assembly. As you know, Board members act in their expert capacity; that is, they do not act as representatives of their governments. And it was the collective opinion of these members of this Executive Board that a budget of a little less than \$8,000,000 would be justified by a reasonable program.

The report of the Director General of the Organization was transmitted to the World Health Assembly with the endorsement of the Executive Board. After a very thoroughgoing examination of the budget, it was reduced to \$7,000,000 after a vote on three different figures for the budget; \$5,000,000, \$6,000,000, and \$7,000,000. The total amount to be assessed was fixed at \$7,000,000. Dr. Scheele can answer any questions you might have in mind with respect to developments there.

The International Labor Organization had a budget voted for the year 1950 of \$5,983,526. The United States' share for this coming fiscal year will be 22 percent, which produces a United States assessment of \$1,316,375.

I do not want to complicate the picture here, but in the case of this Organization there are certain revenues that come in from the sale of publications and from other sources, which are expected to reduce the assessment budget, and which will reduce the amount assessed against the United States, to about \$1,270,000. That I believe would bring the United States' contribution to \$178,000 above the existing ceiling which is approximately \$1,092,000.

Mr. JUDD. That is right; \$1,091,739.

Mr. SANDIFER. The International Labor Organization is the oldest specialized agency. It began at a time when the program was, you might say, on a small scale. Its operations were suspended during the war. Its program has been gradually made more dynamic in the last 2 or 3 years. A new Director General was appointed about a year or a year and a half ago, Mr. David Morse, former Assistant Secretary of Labor, and the organization, we feel, is getting into full stride on an effective program and that brings about some increase in the cost of operating the organization.

I might mention in connection with this organization that our share is smaller—our percentage share—than in some of the other specialized agencies, because the tendency in the new specialized agencies was to establish their percentages on the basis of the United Nations scale of contributions. For that reason I think we must expect some further increase in the share of the United States. As I said, it is 22 percent for the coming year. It had previously been 18.36 percent, and there was a very aggressive move on the part of other members of the organization to increase that to at least 25 percent.

Mr. JUDD. And will there be an effort to increase it up to 33 $\frac{1}{3}$ percent, if that is the ceiling established for the United Nations?

Mr. SANDIFER. There has not been any majority-supported movement to increase it to 33 percent, I believe. But in all frankness I would have to say that if the present trend continues to develop of a 33 $\frac{1}{3}$ percent ceiling for the United Nations, and the other specialized agencies adopt that, the ILO will want to move in the same direction.

We have taken the position in these specialized agencies that the situation was somewhat different from that in the United Nations. There are special factors; the interest in other organizations is greater—that is, the interest of certain other members in the organization and their immediate benefit from it is greater, and their obligations to it are really greater, if they are on a sound basis, than they would be in the United Nations.

We recognize that for political reasons we might be expected to pay a higher percentage to the United Nations, and we have insisted for a long time on a 25-percent ceiling in the specialized agencies. But we have never been able to get agreement on a ceiling at that level where our percentage is now higher. So that while we have not recognized in these specialized agencies the validity of a 33 $\frac{1}{3}$ percent ceiling, I think it may be very difficult for us to avoid an ultimate level for the larger specialized agencies at about that percentage or perhaps somewhat lower.

Mr. JUDD. Maybe that would be one of the benefits of having a ceiling on these contributions; it would enable our delegates in the negotiations to hold down our contributions to a proper percentage. I agree with you that it is difficult to make a case for as high a ceiling in many of these specialized agencies as it is in the United Nations, which has to do with the maintaining of peace in the world, and the settlement of disputes which the United States, because of its power, has got to bear a major share of. In other words, the responsibilities and the benefits of some of the smaller countries do not begin to compare in the United Nations itself with what they are in the work of some of these smaller organizations, such as the Postal Union and the ILO, and a half a dozen others.

Mr. SANDIFER. A percentage ceiling might be better than a dollar ceiling, but in either case it tends to indicate the level at which the United States will contribute, and it also puts a strait-jacket on our delegates in negotiating within the organization.

The proportion which our share assumes in these organizations necessarily means that if other members feel that we are approaching this largely from the standpoint of a fixed participation, or on the basis of a fixed ceiling, we are too much in the position of dictating to them.

We can use other arguments that are just as effective in nearly all of these cases. Most of these countries are suffering from dollar shortages and they are not anxious to increase the size of the budgets of these organizations unreasonably. Certainly in the United Nations that factor has operated and it is operating in most of these other organizations. That was the reason I was pointing to the record in these other cases. It is only in a minority of these organizations where we have a ceiling which, in a sense, is a discrimination against those organizations.

Mr. MORGAN. The dollar ceiling would be more effective, when we bring the bill out on the floor, do you not agree, Dr. Judd?

Mr. JUDD. That is true. The tendency always is when we set up a ceiling for it to become in public thinking the floor. They assume that is the minimum that we will give rather than the maximum. The legislation always says, "not to exceed," but nevertheless—

Mr. SANDIFER. To speak quite frankly, when you talk about specific ceilings, it puts the State Department and other agencies here in a difficult position, because if we say these ceilings are not high enough, and if we object to the ceilings, it looks as if we are expecting to have a steady increase in the budgets of these organizations and that we are not going to exercise any effective efforts to keep them down. At the same time, if you fix a specific ceiling—and we are confronted with that situation now—the factors which you took into account at the time that you fixed it may look reasonable, may look conclusive, but situations change.

So that if we talk in terms of a specific ceiling, the only sensible thing to do is to allow some cushion for expansion in the ceiling; because, if you fix it at the exact level of the budget for the current year, if it moves up \$50, we have to come back to Congress the next year for an increase of that amount.

And yet, when you are talking about specific ceilings, it is difficult to get agreement on a level that is above the existing budget of the organization. I know that is the situation we were confronted with when we had the ILO, the WHO and the South Pacific Commission acts up here a year and a half or 2 years ago.

Then there is the additional fact that if you put a specific dollar ceiling on, there is some danger of other nations and of other people considering that, as you say, as a floor. We are confronted with that dilemma.

Mr. JUDD. Yes, you have difficulties both ways.

Mr. SANDIFER. For that reason we think, on the total picture, we would get a better result, and a more sound result, and we would improve our position, our negotiating position and our standing in these organizations if we approached these questions on the basis of the merits of the programs.

I can say quite definitely that in the case of the ILO, for example, particularly for the last year or so, the American delegation has been in a very embarrassing position because they have been standing rigidly against an increase in the percentage of the United States' contribution. We abstained; we did not vote against this increase to 22 percent this year. At the same time we have been holding this ceiling limitation over the heads of these people as a club. And for a state that is as important in the international labor and industrial world as the United States is, it does not look reasonable to these people for us to approach this question from that point of view.

To some extent, I think Dr. Scheele will testify, we had similar difficulty in the WHO, but not as serious, although there was some considerable difficulty in carrying on our negotiations there.

In the case of the South Pacific Commission we really have had difficulty in explaining to that Commission why our ceiling is so low and it handicaps the Organization in really carrying on an effective program. That Commission is a small commission but Southeast

Asia, and all that area, is very important in the general political picture at the present time.

Our general policy there, with respect to those colonial areas and putting them in a condition where they have a sound, stable and sensible transition from the existing situation to a healthier situation, is very important. This Commission can play, we feel, a modest but a very important part in that connection. The other states are anxious to carry forward a reasonable but moderate research program to improve the economic and social conditions in these areas?

Mr. JUDD. May I interrupt you? When you come before us and make a good case, as you can for the South Pacific Commission and the World Health Organization and perhaps some others, I think that there will be no serious difficulty in getting an increase in their ceiling, but Congress is responsible under the Constitution for appropriations, and there is a justifiable feeling that we have no right to delegate that power or abdicate that responsibility. When there is a good case I think there will be an affirmative response to your request. I think there will be no question that the ceiling will be increased for the ones that can be best justified. It will mean a certain amount of delay. It will sometimes mean a year's delay before you have a chance to come back here and get it, but I am sure that would not be as serious for organizations of this sort as it might be, for example, for the United Nations.

There it was originally contemplated that it would have a police force and it would have to have the funds on hand to move into any emergency situation without delay.

On the other hand, I have seen more organizations than one come to grief in those areas of the world where the great improvement programs are being planned because they went too fast, they got too ambitious. The need was there; it was terrific, overwhelming; and the urge was to try to settle it all at one time. They got the superstructure built before they got the foundation laid—the public support and understanding, the staff, and all those essentials—and then it overgrew, made serious mistakes, developed a bad reputation, and lost ground rather than gained ground.

Except in one or two instances I am not unduly alarmed about the necessity for coming back with the 1-year delay.

Take this South Pacific problem. The islands have been there a good many thousands of years and they will be there a good many thousands of years longer. We have to work at it slowly.

Mr. SANDIFER. We hope they will be, but their political condition may change more rapidly in the next few years.

Mr. JUDD. There is no question but that the scale of aid ought to be increased, but perhaps not too suddenly. I remember when the Rockefeller people went into China to help in the medical problem there. They sent out men who were experts in everything except China. They said, "Why, these people need such and such western ideas, equipment, and techniques," and they set up the Rockefeller Medical School in Peking, a magnificent plant. The Harvard Medical School is not as elaborate as the Rockefeller Medical School in Peking.

Their assumption was that all they had to do was make the stuff available and the Chinese could use it. But the Chinese cannot use it effectively for another 25 years. The experts admitted after some

years of experience that if they were going to do it again, instead of putting \$7,000,000 into one institution, they would put \$1,000,000 in each of seven less elaborate institutions all over China so that the Chinese could move from the kindergarten to the grade schools to the high schools to the universities, so to speak, and not be expected to go from the kindergarten to the Ph. D. stage in medical development all in one jump.

The net result of setting too high a standard all at once was that the Chinese were taken aback. They said, "No can do in our lifetime," so many gave up on it. We did not hold out a program reasonably attainable. The net result was discouraging rather than encouraging.

There are those two points of view that I have. First, if you are going to have continued support of these programs from Congress we have to keep control here just in case that it needs to be exercised. Second, I am not sure that is a disadvantage in most cases from the standpoint of the successful operation of the program itself.

I am sorry for that long statement. But that is what we are up against. We have to consider not only what is desirable, but what is attainable.

I did not like the ceiling on WHO last year. But there would not have been any WHO program at all without that ceiling; therefore, we better get what we can and increase it step by step as the program justifies such increase rather than try to get the moon and not even clear the tree tops. I want to clear the tree tops at least.

Mr. SANDIFER. The organizations that you refer to there are apparently private organizations.

Mr. JUDD. Yes; that is right.

Mr. SANDIFER. And I think that you will not find any record of rapid or extensive increases in the budget of any of them.

Mr. JUDD. That is right.

Mr. SANDIFER. I think if you will look at the functions of these organizations and what they are supposed to do, you will see they are in effect government departments in an international sense—the principal agencies—and when you consider that the total amount we are spending on these organizations at the present time, including the UN, is less than \$25,000,000—with the exception of the emergency programs of the IRO and the Children's Fund and Palestine relief, which take about \$104,000,000 of the somewhat less than \$129,000,000 total of our contributions—the cost is small.

There has not been any excessive increase in these organizations.

I fully recognize the problem that you state. I think the record of the organizations show that the general appropriation control here might take care of this sort of situation.

There is just one other point that I would like to make that I am not sure that I made before. I think that I mentioned it. You said that there is not too much difficulty in coming back for another authorization. So long as a ceiling exists, we have considered that we have practically had a mandate from Congress to vote against a budget that would raise our share to a level higher than our ceiling. We were very reluctant—all people concerned—including the budget officer of the department Mr. Hall and Mr. Peurifoy—to exceed the ceiling. We thought that we had a mandate that we could not exceed it in our negotiations. We did, after consultation this year, decide, in the case of

the WHO and the ILO, that instead of voting against the budget, which seems to us on all the evidence present a reasonable budget, to abstain. We made it quite definite that there was no assurance that we would be able to make that contribution.

It can very well happen that even if we do come back the account may become due before we are in a position to pay it, as has happened in the case of the smaller agencies—this Institute, for example, which happens to be only \$10,000. It has been impossible to get time in the committee here to take that question up, so we are \$24,000 in arrears on that. That is no happy situation for our Government to be in.

Mr. JUDD. Of course, you could vote for the higher budget if America's share were reduced accordingly percentage-wise.

Mr. SANDIFER. We have heeded that argument definitely. We have been making a continuing effort on that. I think the record is good, but we have to be in a position to negotiate those things.

Mr. MORGAN. How did our delegates vote on the budget increase of the American International Institute for Protection of Childhood.

Mr. SANDIFER. I must say that I do not have the facts at my fingertips. That happened in 1946. I did not look that up before I came. I would have to supply that for the record.

Mr. INGRAM. The United States representative made it clear that he could not commit his Government to go along with that.

Mr. SANDIFER. That involved to some extent a reorganization of the set-up, and that was the reason for an increase of that size. The Institute acts principally as a clearinghouse for information on child welfare between the United States and the American Republics and among the American Republics, and it is regarded as a very useful institution.

Mr. JUDD. Another reason why it would be very difficult to get these ceilings removed even if all of us here thought it desirable is there has been a tendency, frequently criticized in Congress, for the administration to make commitments which it did not have the authority to make.

For example, we had last year the interest-free loan for building the United Nations headquarters in New York. Even though the question had been discussed with Members of Congress who advised them not to, nevertheless, Mr. Austin, our representative in the United Nations, had written a letter to the United Nations promising that the United States would grant a loan interest-free. Well, Congress went along with it, but it left an awful bad taste in our mouths, I can tell you that.

When our farmers get a Government loan to put in electricity they have to pay interest. When a veteran gets a loan to build a house he has to pay interest, and everybody that borrows Government money ordinarily has to pay interest, but here the executive department made a commitment to the United Nations that Congress would make this loan interest-free. I do not know for sure whether it would go through at all now. We have the same thing coming up again this year, despite the fight last year. There has been a similar promise made of another interest-free loan.

Mr. SANDIFER. What is that?

Mr. JUDD. I do not want to get into that here. There has been one made.

Again in the DP business we found that the President had promised at Potsdam that the United States would take in 400,000 DP's. I

personally am in favor of taking 500,000 suitable DP's, but I am utterly opposed to the Executive making any promise that he does not have the authority to make. Only the Congress can change the immigration laws. People do not understand that abroad. They think the President has authority to make commitments. They have not learned the lesson from Woodrow Wilson's tragic experience in Versailles in 1919, tragic for us and the whole world, from any point of view.

Therefore, the Congress is more insistent now than at any time I have known on keeping in its own hands the controls which are placed there under the Constitution.

I tell you frankly that I can see certain advantages in your request for no ceilings, but I think they do not begin to equal the hard necessities which we face on the other side. It is an ideal state that you would like to have. Unless you can make a better case than has been made so far, I think that it will not have a prayer in the House of Representatives.

Mr. SANDIFER. I do not want to enter into any discussion of the headquarters question, but I think you will find that the records of this committee show a record of written consultation with both Members of the House and Members of the Senate, and no objection was received in response to those written communications prior to the time that Senator Austin made the offer to the United Nations.

Mr. JUDD. That argument was made last year, and I think it made more people go against the proposal than if it had not been brought up. This committee as a whole was not consulted. The failure of certain congressional leaders to make an objection being interpreted as a grant of power by the Congress was not agreed to here. I will agree with you that there is no point in going over that. But it is background for the present requests.

Here are organizations that I am in favor of helping, but they are handicapped by the resentment that is felt over commitments being made that the members we have to deal with here strongly feel were not within the power of those who made them.

Mr. SANDIFER. That is the thing that concerns us about this situation. For example, if we had a ceiling on one of these organizations, after the committee acts on the question we would have to consider very, very carefully whether it gave approval to a budget that raised our contributions \$100 above the ceiling because it would be said that we committed this Government without authorization.

Mr. JUDD. I think that you would be completely out of order if you approved such a budget unless you made it perfectly clear at the same time that our percentage would have to be reduced to stay within the ceiling that had been established by the Congress. I think no one would object to your voting for it so long as you made it perfectly clear to the Assembly making the assessment that your approval of the budget did not mean that the United States was going to go beyond its fixed ceiling until or unless that ceiling was changed.

Mr. SANDIFER. I am glad to hear you say that. I think that no one in the executive branch would feel that they could.

Mr. JUDD. Perhaps that would be the wisest under the circumstances.

Mr. SANDIFER. I would like to be sure that this is in the record: I did not mean to omit the Food and Agriculture Organization. It was the first specialized agency established after the war and began its operations with a budget of \$5,000,000 and has continued that

budget since that time. The participation act placed a limitation on our contribution of \$1,250,000, which had the effect of making our percentage 25 percent of the total.

Actually, the budget of the Organization was set up in such a way as to keep open 7.72 percent of the total budget for new members who were expected to come in and who did not come in, so the Organization has been operating on a budget of about \$4,600,000.

Mr. JUDD. Did the Russians join?

Mr. SANDIFER. No; Russia never has joined. So our percentage of an actual \$5,000,000 budget would be a little over 25 percent and would bring our contributions, even on a \$5,000,000 budget, above the ceiling of \$1,250,000.

This is one case in which the ceiling has had a very powerful influence on restricting any expansion in the program of the organization. By some I suppose that would be regarded as desirable, but in other respects it makes it a static organization. It seems to me there ought to be an agreement if we are going to participate in these organizations that they should be dynamic in their approach to their problems. That does not mean large increases in their programs for activities such as you described a while ago. It does mean if the Organization is to grow in effectiveness and use and maintain its vitality it must have some reasonable expansion in its program as its capacity to grapple with the problem develops and as conditions arise from time to time which require it. That certainly is true in the case of some of these organizations.

What happened to these smaller organizations that we had before the war, some of which we contributed to, was that they were small, and they were completely static, and they have not effectively, in a good many cases, accomplished their purposes. If these organizations are put into strait-jackets on their budgets, I think they will become bureaucratic and lose their impetus and their capacity for accomplishing anything and for dealing with the problems that they have any power to grapple with.

I hesitate to say that because I do not want to leave the impression that we anticipate any large increase in the cost of these organizations, but it seems to me that we must, if we are logical at all and have confidence in the capacity of these organizations to achieve what we want through our participation in them, give them the kind of support that will make them dynamic and active organizations. That is especially true of the three that you have before you. The WHO is one of the best illustrations of that. Dr. Scheele might be glad to speak to you on that point. I think it is true in the case of the FAO and the ILO.

Mr. JUDD. If the FAO increase from \$1,250,000 to \$2,000,000 is granted, in your opinion, would that mean that the United States' percentage would probably be increased from 27 up to 33, or something of that sort? Or that the whole budget would be increased accordingly and the United States percentage would be held to not to exceed 27 percent.

Mr. SANDIFER. I think the record of this organization would indicate there would not be any strong move to increase the percentage of contributions. There has been a feeling on the part of a number of the members of the organization that some increase was necessary in

the budget in order to enable the organization to deal with some of the problems that are legitimately within its terms of reference.

Mr. MORGAN. If your contributions were increased to \$2,000,000 and the budget stayed the same, that would make your percentage contribution 40 percent.

Mr. INGRAM. It is not automatic. We do not deviate from our position, which is to hold our contributions to an absolutely minimum figure. In the discussions that have gone forward to date, it is the proposal made by the organization that the 7 percent reserve be distributed over the present members and we take our proportionate share and go up to 27.1. An important part of this recommendation is that, as conditions improve, the United States' percentage shall be reduced back to 25 percent; and we would maintain that position strongly in the future.

I certainly hope that we will get the type of support for it that we have had up to date.

Mr. SANDIFER. What he is referring to is the report of the committee that was set up to study the question of percentage contributions.

Mr. MORGAN. Submitted from the FAO?

Mr. SANDIFER. Yes.

Mr. JUDD. It seems to me one of the main reasons why the WHO and the FAO contributions ought to be increased is because of the position of this Foreign Affairs Subcommittee that a great deal of the work, if not all the work that has been done by the International Children's Emergency Fund, especially that part of it which should be continued over a longer period, should be divided between those permanent agencies, the nutritional part under the FAO and the medical part under the WHO.

Mr. SANDIFER. We agree with you entirely on that. We have been doing everything we could to get an agreement on that very principle.

Mr. JUDD. That would mean a sizable increase because the International Children's Emergency Fund—well, it has already spent over \$100,000,000, or close to it, in about 3 years.

Mr. SANDIFER. A great deal of the expenditure has been for emergency feeding, and the chief things that these organizations would have to carry on would be long-range permanent things.

Mr. JUDD. Improving their own production and distribution of food and development of medical centers, rather than just taking care of the victims of bad conditions.

Mr. SANDIFER. It would not involve an expenditure anything like the Children's Fund.

Mr. MORGAN. The only one of these specialized organizations in arrears is the American Institute for the Protection of Childhood?

Mr. SANDIFER. That is the only one actually in arrears at the present time.

What will be the 1951 budget for the Congress, and the 1950 budget for these organizations, which will have an increase for WHO and ILO above the existing ceilings? Those are the budgets that have already been voted by the organizations.

You see, the Assembly of the WHO has voted a \$7,000,000 budget for their fiscal year 1950, our fiscal year 1951, so that the next request that we have to make of Congress for an appropriation for

WHO will be for this larger amount, and that will be true of the ILO.

Mr. MORGAN. What about the FAO?

Mr. SANDIFER. The FAO conference does not meet until November, so we do not know what their exact budget will be.

Mr. JUDD. What is the situation on the South Pacific Commission? Are we actually in arrears?

Mr. SANDIFER. We do not have authorization under present legislation to pay the amount now assessed against us.

Mr. INGRAM. That is right.

Mr. ROBBINS. That is right.

Mr. JUDD. Going back to this International Institute for the Protection of Childhood, what percentage of the organization's budget do our assessments represent? Do you have that figure?

Mr. INGRAM. It is about 36 percent.

Mr. JUDD. We are in arrears because our proportion was 36 percent. If it had been down to 25 percent we probably would not be in arrears, or not much?

Mr. SANDIFER. The smaller inter-American organizations operate in a somewhat different way in their budgets than the specialized agencies. They usually assess a fixed amount for each of the members.

Mr. JUDD. Do our United States delegates to the assemblies of the organizations, if they are the responsible bodies, approve those assessments?

Mr. SANDIFER. Mr. Ingram said a moment ago they did not. I would like to look up the record on that.

Mr. INGRAM. When this reorganization was under discussion the United States' representative made it clear that he could not commit his Government to pay the increased assessment. He made it quite clear at that time.

Mr. JUDD. But the organization went ahead and assessed us anyway.

Mr. INGRAM. It was either reorganize or get out of business at the time. That figure, sir, is 35.97 percent.

Mr. JUDD. Perhaps that is one reason why ceilings ought to be kept, because if one organization can go ahead and assess us beyond the ceiling without our consent, it seems to me that it might be an advantage to our delegates to have this restriction, congressional restriction, to fall back upon. They could say, "We think it good and as individuals we would like to approve it, but the fact is that we are agents of our Government and the appropriating body has said that the American contributions cannot go beyond this ceiling."

Mr. INGRAM. We try to avoid making a distinction between our personal opinions and those of the Government because we think that is a bad proposition. We either represent our Government or we do not. If we simply waited and had an organization assess us an amount, have the executive branch review it, and then have it come to Congress, it would be a different situation. But we have to get out and negotiate. When our ceiling permits us to pay only an amount considerably less than the program warrants, we cannot be as effective in determining the actual program.

Mr. JUDD. It seems to me if you are still putting in 36 percent you ought to have considerable influence in determining the program.

I suspect that the next highest is not 10 percent. Is it as much as 10 percent?

Mr. INGRAM. I will give you that in a moment.

Mr. JUDD. Even though ours is only 36 percent, I do not see why we should act as if handcuffed, hog-tied, and gagged.

Mr. INGRAM. In the case of this Institute, its budget does not vary greatly. As I say, it is a special case, and the considerations that apply there are not the ones that apply to the larger international organization.

Mr. JUDD. One of the major reasons why I feel these ceilings ought to be kept is because it cannot be good for any international organization to have one nation putting in more than one-third of the total budget. It creates either resentment by those who cannot make bigger contributions—and no one likes to have his poverty thus advertised—or it creates a parasitism inclining others to say that the United States has a lot of money and it can take care of the thing, which does not give the organization genuine independence. The organization becomes dependent, too dependent, upon the one great Santa Claus.

Mr. SANDIFER. We all agree fully with that. Of course, we apparently disagree with you on the way in which that can be accomplished. We actually feel that our hands would be strengthened if we had some latitude in negotiation. We may be wrong on that. We have had some results in some of these organizations on that score.

Mr. JUDD. In the early organizations that we joined these ceilings were not put in. The ceilings have been put in for the later organizations like the WHO, which I think is somewhat significant.

Mr. SANDIFER. The first one was the FAO. That was in 1946.

Mr. JUDD. What I said was not quite accurate, then. I know today there is a greater sentiment in favor of maintaining these ceilings than there was 2 years ago.

Mr. MORGAN. I think so. I think so particularly with respect to the FAO and the WHO.

Mr. SANDIFER. There is one further technical consideration that I might mention, and that is, it was suggested to me by one statement made by Dr. Judd that the constitutions of the specialized agencies provide budgetary procedures. The General Assembly of the United Nations and similar bodies of these organizations have the authority to vote a budget and determine the share that each of the members shall pay. Of course, we are bound by that. We may not be able to carry out our obligations, or we may refuse to carry out our obligations, but we have an international obligation.

The feeling of the other members of the organization when we put an arbitrary restriction on our contribution, is that we are in effect interfering or hampering in the normal operation of the organization. I know, of course, the feeling of some people about that situation. I just point it out as a factor that affects our delegates in dealing with the other members of the organization, and it affects the problem of negotiating with them on other questions aside from budgetary questions.

Mr. JUDD. I may say that certain language in those constitutions is a basic reason why Congress is insisting upon a ceiling. If you were presenting the United Nations' Charter today, it would not be accepted by the Congress without a limitation of that sort. I think that position is right. If we get into a real world government—and

I am in favor of moving more rapidly in that direction—perhaps it would be different, but as long as the United Nations is not much more than a league of completely independent sovereign states, no sovereign state can turn over to an international organization to which it has not yet delegated such authority, the power to appropriate or determine what it shall appropriate.

You can take that provision of the constitution of the WHO which says that the budget shall be determined and the share to be contributed by each individual nation shall be determined by the assembly. There is no reference to the wishes of the constituent nations.

As a constitutional matter a lot of Members of Congress who do not have the slightest objection to the organization will never again, in my judgment, vote for our adhering to an organization whose constitution has such a provision until such time as the structure of the United Nations itself is changed, tightened, and strengthened to make it more of an organization operating under actual international law.

MR. SANDIFER. If you do not give the organization that much power, you deprive it of any effective international authority or existence. What it comes down to is that the budget has to be negotiated every time the organization meets by states acting each as an entirely independent representative. I think that you should consider here in this connection what the result would be if every member of the organization put a ceiling on its contribution.

MR. JUDD. Maybe that would stimulate all to move toward strengthening of the present organization. That is the way that I would like to see it.

MR. MARSHALL. I do not see how you can commit the United States, even if there is not a ceiling. Congress still has to appropriate the money.

MR. SANDIFER. It is the action of the Executive, just like on most aspects of foreign affairs, and it must be ratified by the Congress.

MR. MARSHALL. It is a question of whether you are coming to Congress twice, once on the substance and once on the amount, or whether you are going to come to it on the amount only. It is an insuperable difficulty in effective international organization for the State Department to have to check with the Congress twice rather than once?

MR. SANDIFER. It is not an insuperable difficulty, but I have stated what the difficulties are.

MR. INGRAM. I think the fact is the ceilings appear to tell the Executive this is the one position we take in our negotiations.

MR. JUDD. It does not say that. You have all the latitude in the world except you cannot go beyond that. It is just like I tell my kids, "Go ahead and do as you please, but within certain limitations beyond which you cannot go."

MR. INGRAM. These limitations were set at the present figures.

MR. JUDD. I am in favor of increasing the ceilings; there is no question about it, but here is the dilemma—whether to take off the ceilings entirely or raise the ceilings allowing a generous cushion. The main objection is not to the amount of money; it is to the principle that is involved. I think every one of these increases will pass if we get time to get them explained.

Mr. SANDIFER. It is certainly the judgment of the committee that it is important. We felt that we were obligated to present to the committee the considerations that enter into our estimate of our participation in these organizations; the considerations that indicate to us that there are real dangers involved in removing the ceiling. We feel that the record bears that out. We defer entirely to the judgment of the committee as to the manner in which they think this should be carried out.

I would like to point out again the urgency of the situation we are confronted with, because we do not want to enter the next fiscal year without an authorization that will enable us to discharge our obligations to these organizations. When we present this to the Appropriations Committee we do not want to have to say to the Appropriations Committee that this is a budget that exceeds the ceiling and we are asking you to give us this appropriation pending approval of a change in the authorization. You can understand, of course, the situation that creates both here and in our relations with these organizations.

Mr. MORGAN. Take, for instance, the ILO. How many nations have defaulted in their percentage contributions last year and the year before?

Mr. INGRAM. It is not a question of default. No member has defaulted as such on its assessments for those 2 years, although some are in arrears. We have a situation in these organizations where they are on a calendar-year basis. We, ourselves, in our appropriating process, do not make our payment until half of their year is completed, as we make our contribution in early July. Their fiscal year is already half completed. Other countries have comparable difficulties in making contributions at the beginning of the organization's fiscal year. As a result, most of these organizations have working capital funds. Each member advances so much money into a revolving fund which finances the organization pending the receipt of contributions.

In the case of the ILO, let us take their fiscal year, which is our calendar year 1948: At the end of May of this year, which is 5 months after the close of their fiscal year, they had received about 94 percent of the contributions, so there was only about 6 percent outstanding at that date, which was a good record. We are not faced with any serious questions of default; it is a question of delay in receiving the contributions. The organizations use the working capital fund as the answer to that problem.

Mr. MORGAN. Does the percentage of total contributions collected run that high for the FAO?

Mr. INGRAM. The ILO is the best one. In the case of the FAO it is 87½ percent as of a comparable date. In the case of the WHO it is 80 percent.

Mr. SANDIFER. In the case of WHO, you have to take into account that the Russian states are members of that organization and that their share is about 7 percent.

Mr. INGRAM. That is right.

Mr. SANDIFER. The Russians themselves have announced their withdrawal, and so have two of the satellites; so that will cut that amount by about 7 percent.

Mr. MORGAN. Bringing it up to 87 percent?

Mr. INGRAM. The arrearage would be 13 percent if you discounted the three Russian states.

Mr. SANDIFER. That is a continuing problem of the international organizations, but the record of these specialized agencies, comparatively speaking, is good.

The United Nations has had the best record of any international organization that ever existed. It has been collecting over 99 percent of the amounts due. At the last assembly, there were a couple of Latin American states that were still in arrears for 1946. Their voting privileges could have been suspended if they had not paid up. One of the states was in arrears \$5 for the year 1946, and an American citizen sent a letter to the Secretary General saying that he had always wanted to do something for Latin American relations and he thought this was a chance to do it; so he enclosed a \$5 check. The Secretary General sent it back and said, "We are sorry; that will have to come through the representative of this country in the United Nations." So, the man was deprived of the opportunity of doing that.

Those payments were paid up. Now, regarding the other agencies, the payments are somewhat slower, but there is no real problem of absolute default over that period of years.

Mr. MORGAN. In the case of England, for instance, when their delegate goes to the ILO Assembly, what latitude does he have to argue for his percentage that our delegates do not have?

Mr. SANDIFER. As far as I know, Mr. Morgan, there are no legislative limitations on the British delegate. There is no ceiling on contributions. Dr. Scheele can check this, but we were told by their delegate that they were authorized to support a \$7,000,000 to \$8,000,000 budget for WHO for next year as a result of the work and the report of the Executive Council that I spoke about. But they do not act under such a limitation.

Of course, that is partly because of the British system of government. The executive generally has more discretion than the executive has in this country, because it is a part of their Government, and the Government can be overthrown anytime by a vote of the Parliament if they take actions which are regarded as improper or excessive, in the opinion of the Parliament.

Dr. SCHEELE. If I may extend Mr. Sandifer's remarks, in the case of the United Kingdom and WHO, they had very specific instructions to hold to the percentage scale of the contributions of the United Nations; in other words, to hold to the 38.54-percent contribution, which is a little below the United States contribution to UN.

They had instructions that they were to try to hold the scale of contributions of the various nations to the UN scale; that any changes toward reducing the United States contribution in WHO should be preceded by a change in the United Nations.

In terms of the total budget, they were instructed that they should try for economies wherever they could, in the proposal of the Director General for our \$8,000,000 budget, but that in the last analysis they might support an \$8,000,000 total program. That is the position that they were in.

Mr. INGRAM. And they could have cabled back for further instructions if they felt that were necessary.

Mr. JUDD. Did you not succeed in getting our percentage down from 38.54 percent? It seems to me that I recall you did.

Dr. SCHEELE. Yes, sir; we did. Some countries did not vote for it; they voted against it. But a majority of the nations felt some ges-

ture should be made to show that they appreciated the size of the United States contribution and that they should not wait for a whole year before possibly approaching 331/3 percent, which the Executive Council has suggested as a goal for next year, but that they should do something at the present time.

The Director General of the WHO, Dr. Chisholm, was exceedingly helpful. A working party was appointed to consider this matter when it was obvious that the full finance committee could not arrive at an agreement, because there were too many people who had opinions.

So that this nine-nation—actually eight were present—working party was set up and in that working party meeting Dr. Chisholm spent a considerable amount of time explaining how our Government operates and how our President and our delegates could not commit the United States Congress. That was explained repeatedly in the course of the meeting to these other people, some understanding and a few seeming to have difficulty understanding.

After finishing that explanation of how we operate, he came along and suggested that it be reduced to 35 percent. The Canadians, the Australians, and the British who were in that working party objected to the reduction. They were trying to hold the budget to the UN scale. But, with a little bit of compromise in the working party, they split the difference, so to speak, between 331/3 percent and 38.54 percent, and took the figure of 36 percent and they said, except for Australia, "That seems more reasonable and we will go ahead and let the working party reach agreement, although we will have to vote against it on the floor."

There were four countries in the working party, including the United States who supported that reduction. We supported the reduction to 36 percent, making a statement in writing, which accompanied this resolution that came out, that the United States was not in a position to commit any more than \$1,920,000 and, as a matter of fact, could not commit that, because it depended on Congress appropriating that amount.

Several other nations were very generous in supporting us later, so the percentage was reduced. This is, I think, an excellent gesture toward us on their part because I think one must put himself in the position of some other nation in these difficult times, with shortages of hard currencies. The reduction in the United States contribution means an increase for the other nations. If one is not careful, the contribution can become such that some highly populated, poor countries would pay more per capita than the United States. We considered ourselves very fortunate that they were willing to make this gesture at this time, and I think there is a fair amount of certainty that they may reduce it to 331/3 percent next year, although one cannot be sure.

Mr. INGRAM. I might add to Dr. Scheele's remarks that the United Kingdom and the Canadians did not put up a strong floor fight against us, which they could have done and which might have made some change.

Mr. MORGAN. Have you completed your statement?

Mr. SANDIFER. I have, unless there are some further questions.

Mr. MORGAN. I think that gives us a foundation for asking questions.

Mr. INGRAM. Mr. Chairman, would you permit me to answer some questions in the case of these organizations? In the case of the International Institute for the Protection of Childhood, the next highest contribution is 18 percent.

Mr. JUDD. And that is by what country?

Mr. INGRAM. Brazil.

Mr. JUDD. That is a country which receives a great deal of benefit from the program; is that not so?

Mr. INGRAM. That is right. In the case of the South Pacific Commission budget figure, the \$333,000 total of the budget is the expenditure budget. But you have to deduct from that a \$74,000 carry-over balance from 1948, which brings the assessment budget to \$259,000. That figures at 12.5 percent.

Mr. MORGAN. What is the next highest contribution?

Mr. INGRAM. In the South Pacific Commission, we are not the highest.

Mr. ROBBINS. There are six member governments, and the contributions are as follows: Australia, 30 percent; France, 12½ percent; Netherlands, 15 percent; New Zealand, 15 percent; the United Kingdom, 15 percent; and the United States, 12½ percent.

Mr. MORGAN. Let us break down the figures for the ILO. What is the next highest contribution?

Mr. INGRAM. The next highest would be the United Kingdom, which pays 13.21 percent, but this is on the old basis where we paid 18.35 percent.

Mr. MORGAN. What is the contribution of the United Kingdom under the new figures?

Mr. ZEMPEL. 12.58 percent under the new figures.

Mr. MORGAN. How much of an increase would that be over the old?

Mr. INGRAM. There is not a percentage increase. I do not have the figures for the previous years for the United Kingdom.

Mr. MORGAN. Our percentage increase would be approximately 4 percent?

Mr. INGRAM. It is closer to 3.5 percent.

Mr. MORGAN. What about the FAO? Of course, they are not going to meet until November, and you cannot know too much about the new figures.

Mr. INGRAM. The current figure for the United Kingdom is 14.70 percent.

Mr. MORGAN. What was our percentage there?

Mr. INGRAM. 25 percent.

Mr. MORGAN. I think that is all; thank you.

Mr. SANDIFER. Thank you very much.

Mr. MORGAN. We will hear Dr. Scheele at this time.

STATEMENT OF DR. L. A. SCHEELE, SURGEON GENERAL, PUBLIC HEALTH SERVICE, FEDERAL SECURITY AGENCY

Dr. SCHEELE. Mr. Chairman, I do not have a formal statement. With your permission, I should like to place myself at the committee's disposal to answer any questions about the program of the WHO and any of the other things which I can describe as a result of having been present at the recent Assembly.

Mr. JUDD. Were you there in person?

Dr. SCHEELE. Yes, sir; I was head of the delegation.

Mr. MORGAN. I think, having discussed the battle of the budget, if you will give us a short discussion of some of the other procedures, we can go on from there and ask our questions.

Dr. SCHEELE. I might make a comment on the countries in default in WHO. Quite a few of the countries are South American or Latin-American countries, and one of their problems is the hard-currency problem. Some of that will be alleviated in the future, because the Assembly voted to permit the Director General of the WHO to accept payment in part or in whole in such other currencies as he could use. That does not mean that each nation may pay in the future in its own currency, unless he is going to have some expenditures to make in that currency. That will, I think, be of very great help to a few of these countries which have a dollar shortage.

Mr. JUDD. May I ask, has the Pan American Sanitary Bureau been completely integrated into the WHO?

Dr. SCHEELE. Yes, sir. At the Assembly in Rome they were accepted as a regional organization, and they will now be functioning as such.

Mr. JUDD. So, there is only one agency operating in this field in the Latin American countries now?

Dr. SCHEELE. Yes. Their conference will be in Lima in the fall. They will be operating on a dual basis; they will be operating both as PASB and as a regional organization simultaneously.

Mr. JUDD. Will that be the final meeting of the PASB?

Dr. SCHEELE. No, sir. I believe the countries of South America and Central America are so much impressed with the old concept of their own organization that it will take some time before they will recede from the position of wanting to consider that. They will wear two hats so to speak.

Mr. JUDD. Is that one reason why their contributions to the WHO have been tardy, if not worse, because they are still giving their primary loyalty to and because their primary interest is in the Pan American Sanitary Bureau?

Dr. SCHEELE. As of the moment, one could say it is a sort of evenly divided loyalty. I think 12 months ago I would have agreed and said that it was still primarily a PASB loyalty. They have come into WHO with some suspicion that it was going to take away their program. I think time will rapidly prove to them that WHO will actually enhance their total operation, and I think in time some of this problem will disappear.

Mr. JUDD. Well, one has proved itself to them and the other is still a question mark?

Dr. SCHEELE. That is right.

Mr. JUDD. And it is natural to hang on to the familiar.

Dr. SCHEELE. It was interesting to see the extent to which the South American delegates took part aggressively and positively in aiding the WHO discussion, so that one had a feeling that it was just a matter of time until this little problem of the separateness of organizations will be gone.

Mr. JUDD. With respect to the budget and the justification for the increase in the ceiling, which I heartily approve, did the fact that

there was this limitation on United States contributions assist your delegation or hinder it in its getting an agreement to reduce our share from 38.54 percent down to 36 percent?

Dr. SCHEELE. I do not believe that our position with reference to ceiling hindered us in having the percentage reduced. The most effective thing in forcing a reduction both from the \$8,000,000 proposed budget to the \$7,000,000, and on the percentage matter, was the very effective job which the United States group did in carefully screening their proposals, and in presenting a pretty convincing story that WHO should move somewhat more slowly than the Director General was proposing; and then, in the matter of the percentages, the rather effective arguments, many of which were prepared by Mr. Ingram, who has testified here this morning, on the relationship between national contributions, one nation paying too much and therefore seeming to take over the organization because of the size of its contribution. I think those arguments were the effective things, plus the help of the Director General, who appreciated that we were not in the same negotiating position as the other countries.

I think it should be said in support of the view which Mr. Sandifer has presented, that we get into a certain amount of bad diplomatic relations with these other representatives of governments by our having a ceiling, just by having a ceiling and not with reference to what the number of dollars is under the ceiling; because they feel that that represents an effort on the part of the United States to hold back and not to come freely to the meeting and permit a logical program, a proper program to be the deciding factor, instead of some figure, arbitrary or not arbitrary, which has been placed on the amount of participation.

Mr. CARNAHAN. Do any of the other countries have ceilings?

Dr. SCHEELE. No, sir; they do not have legal ceilings. On the other hand, there are practical ceilings, just as the British Foreign Office in collaborating with the British Treasury made a determination as to what was the logical program for WHO to have for the second year of its operation and what the logical British appropriation might be, with \$8,000,000 as a maximum. That was a ceiling, but it was not a ceiling in law. It was a ceiling placed by virtue of consideration of WHO's program.

I personally favor the view that Mr. Sandifer has expressed for the State Department here, the executive view, that it would be ideal to be able to operate in this field without a statutory ceiling; but that any program that is proposed and any United States contribution that is proposed would, of course, be carefully screened by the Congress, the ceiling would be placed in terms of what we want to do in any given year, based on the program rather than based on the somewhat more arbitrary setting of a dollar ceiling.

We hold the same view in terms of our domestic operations in the Public Health Service. We have from time to time had a ceiling placed on many technical operations in the United States and we have from time to time had those ceilings removed.

At the present time we have only two ceilings, the national dental research program, which is operating under a ceiling, and the general assistance to States under paragraph 314 (c) of Public Law 410 of the Seventy-eighth Congress, which places a \$30,000,000 ceiling on

assistance to the States for general health and mental health programs.

Beyond that we do not have ceilings except as the Congress effectively gives us a ceiling each year in terms of an appropriation based on our defense of a program, but not on this dollar limitation.

We lose some prestige in dealing with these people in WHO primarily because they saw us, not as carefully going into an \$8,000,000 budget, but as somebody saying, "We are not sure whether we are really in this thing because we want to put a limit on it."

I was trying to explain the reaction that we had from other delegates, from other countries, in terms of the ceiling.

Mr. MORGAN. Here is what we will meet on the floor. The first year you operated on a budget of \$4,800,000. This year you come back with a budget of \$7,000,000. The question will be asked on the floor, Are you going to keep increasing this \$2,000,000 every year? Where is it going to stop?

Dr. SCHEELE. One thing is that WHO is a new organization. It is getting its feet wet. It is taking its first steps. It has gone a long way. It has an excellent secretariat. One of the things that is to be discussed by the executive board prior to the next meeting is related to the question that you ask, Dr. Morgan. It is a matter of trying to set up a long-range program, not necessarily one that they will attain, but one that they should have as an objective and in that case we will have some better idea whether they will propose \$7,000,000 for the next 3 years and \$1,000,000 increase at the end of 4 years, or something else. As it is, so far, in the year and a few days that they have been in existence, it has been a year-to-year proposition and that is not, of course, an ideal way to carry any program.

Mr. JUDD. Were you able to reassure those people who were inclined to interpret our reservation in the matter of funds as meaning a reservation of confidence, that that was not what it meant on our part?

Dr. SCHEELE. I think basically we did. We made a strong effort to do that. We used the data on United States contributions to international activities. We went back to the United States contribution to UNRRA. We went back to the United States contribution to the Palestine refugee matter, showing that there is in the United States and in the Congress and in our people, including technical people like ourselves who were representing the United States, a really genuine interest in international affairs and specifically in international health affairs.

Mr. JUDD. And that our reservation did not mean a lack of concern for the organization; but rather a positive concern for the organization's welfare?

Dr. SCHEELE. Yes, sir.

Mr. JUDD. For a strong member to do too much is just as dangerous to that organization as for a strong, powerful member to do too little.

Dr. SCHEELE. Yes, sir. We raised that argument. There is a little practical side. Many of these nations are very under-developed and from their standpoint they are very anxious, of course, to have all the help that they can have and one cannot blame them a bit when one sees the plight they are in on account of such things as malaria and other problems with which they have to struggle.

Then we get some criticism from some of the Communist countries, too. They use that against us by saying in effect that "the United

States is here with reservations, we are not here with reservations; we believe in this organization, but the United States does not."

Mr. JUDD. So Russia just withdraws.

Mr. CARNAHAN. How many members are there in WHO?

Dr. SCHEELE. There are now 64. Israel and South Korea were admitted at this recent meeting; 55 nations were present at the Assembly. Again, in terms of contribution, the Russian countries—that is, the U. S. S. R., Byelorussia and the Ukraine have not contributed.

Mr. MORGAN. Have Bulgaria, Czechoslovakia, and Poland made their contributions?

Dr. SCHEELE. Yes, except Bulgaria. China, of course, is in difficult straits and so their contribution, which is very high in terms of dollars—it is over \$200,000—is in arrears. That is what makes the difference in the percentage of arrears in this organization and others. If you take just the rest of the members, it comes down to only 6 or 8 percent arrears, which is a fair record.

One of the reasons for expansion of the Organization is because the Organization now knows better how to organize, how to make its program effective. One of the areas of expansion is in the development of regional offices; the fact that the Pan American Sanitary Bureau is being activated as a regional office means that they will have to place a certain number of specialists and administrative personnel there. A new regional office is being created for the Middle East with headquarters at Cairo. That again means staffing with malaria experts and a few other types of experts.

A regional office was activated for the Far East to have its headquarters in Bombay. So that there will be an effective, a much more effective, scheme now for operations. They will not be operating from Geneva to Australia but rather will be operating, in the case of some of these areas, from Bombay. There will probably be a Pacific regional office created within the next year. They were not quite prepared for that at the present time. And that will become especially important if China has settled down sufficiently so that the WHO program can do something in China. At the present time things are too unsettled.

Mr. JUDD. If there is not a change in American policy toward the Communist threat there, Communist dust will have settled all over Asia, so there will not be an opportunity for any program, I assure you.

Dr. SCHEELE. Beyond that, the increases in the program come from trying to make the program somewhat realistic. I say "somewhat," because \$7,000,000 in terms of world needs in the health field, is pretty small; but in trying to make specific specialized programs operate, they are working more now in the field of maternal and child hygiene and will expand that next year, under the increased budget for maternal and child health. That is in preparation for assuming any increased responsibility that they might get upon the termination of UNICEF activities.

Mr. CARNAHAN. \$7,000,000 is the total budget?

Dr. SCHEELE. \$7,000,000 is the total budget; yes, sir. They are going to do a little bit about mental health. It will be a token, to be sure; not a matter of trying to psychoanalyze all the world. There are programs like the venereal disease program and the malaria control

program, sanitation, the use of pure water supplies. In some of the underdeveloped countries a greater effort will be made to try to do a public health education job of converting these people to the utilization of some of these better procedures and to get away from some of their folklore and the things that are holding them back. That is what most of the mental health program will be.

Mr. MORGAN. Does Ethiopia belong to the WHO?

Dr. SCHEELE. Yes; they do.

Mr. MORGAN. That would be a good country in which to try a venereal disease program. I understand that about 80 percent of the population there have suffered from venereal diseases.

Dr. SCHEELE. In proportion to other countries, that will be a very substantial program for that area. The amount set up for venereal disease activities for world operations for next year would be \$337,000. When you look at our program in the United States, which is in the neighborhood of \$15,000,000 to \$16,000,000 for the United States as a whole we are only scratching the surface so that one can say that this is scratching the surface, too.

Mr. MORGAN. What is the amount set up for venereal disease control?

Dr. SCHEELE. \$337,000; I think we should realize that while they approved a \$7,000,000 budget, they are not going to operate at a \$7,000,000 level quite, because we still have Russia and some of these other countries missing, and that means that there will be a little gap in receiving the full amount. They will be operating more nearly at a level of 6 million to 6.5 million dollars. Of course, they cannot do any great direct operating programs. Much of their efforts will be in the field of training.

They will stimulate the interchange of people; send people off for special training in other countries, and then send them home, hoping to establish strong local health services to carry on.

In that connection, one of our arguments with some of the countries, particularly Russia and some of the others, early, was that this organization should eventually be a supply organization. The Assembly voted to minimize supplies as a program of WHO and have supplies be a part of a broad program. If there was a malaria control program in an area, WHO would not become a vehicle which would, on demand of the country, say, "O. K., we will send up \$50,000 for some DDT." It is not going to do that. It will be tied to service and demonstration.

Largely at the instigation of the United States group, a resolution was approved which directed the Director General to attempt in all instances to get maximum local participation in any program WHO put into a country, and took away from him any authority he had before the meeting which might have permitted him to go into a country on a 100-percent WHO basis. In other words, the United States' viewpoint, which was agreed to by the majority of the countries, was that unless the countries themselves put up something there would not be a continuing program, the program would have only temporary value, and that is not what we were driving at.

Furthermore, with the kind of appropriations WHO will have in the future—the small appropriations that we can look forward to—

it cannot get into a tremendous operation, doing a 100-percent program.

Mr. MORGAN. Is WHO supplying any technical advice or experts to go into some of these countries and help them in the manufacture of penicillin, or streptomycin on their own?

Dr. SCHEELE. They have set up a committee and a small program on antibiotics to cost not more than \$30,000 maximum out of the \$7,000,000 budget. This will become an expert committee to give advice in the field of penicillin.

(Discussion off the record.)

The organization is, I think, improving on the old statistical information which the League of Nations and which the International Office of Health were giving. They are carrying on in the field of biological standardization and they are carrying on in terms of the unification of pharmacopoeias. Pharmacopoeia is a book which describes a drug and gives all the details, the melting point, how it is made, what it is useful for, and makes an effort at standardization between countries, so with international practice in the care of patients one can deal in standard terms and in the interchange of information.

Mr. MORGAN. What progress have they made in standardization of specific drugs like digitalis? Have they done anything?

Dr. SCHEELE. There are certain committees which are continually modifying the old accepted standards and as new information and better techniques for standardization are developed, they are becoming internationally standardized through the WHO.

Mr. JUDD. Does the WHO have its own laboratories, or do the committees examine the work being done in the various laboratories around the world and then pick out and promote what they think are the best standards?

Dr. SCHEELE. It is work done entirely on the latter basis. The expert committees do not propose to set up their own testing laboratories. They are working with world medical associations and other international groups in terms of setting up a center on international medical conferences, or international health conferences, and that is very badly needed these days when there are tremendous numbers of specialized groups in medical and related fields having international meetings.

They are producing a few dozen—and they will have a few more under this new program—technical publications. There will be a publication on health rules and regulations and the laws of various countries. Each country will have a ready means of looking and seeing how the United States handles a particular problem. Someone can see how India handles a particular problem.

In other words, they are doing a great deal on the subject of the interchange of information in addition to their direct services. They are proposing, too, in this health education, to assist governments in setting up better health education of their people. In terms of direct education there will be a substantial fellowship program under the \$7,000,000 budget. That actually is almost a sixth of the total program, \$780,000, in round numbers, of the \$7,000,000 will be used to help these people in training.

In other words, it is designed to increase opportunities for people in underprivileged countries to go to the more privileged places which

have good educational centers, and then to go back and do the job with their own hands. I think it is an effective method of making the money stretch a long way rather than in going in with a WHO staff. It is much better to get a base started in the countries themselves.

They are doing a great deal in this interchange of information, and they have set up a large number of expert committees with representatives of many countries and they meet once or twice each year.

I think they are doing an excellent job in BCG. That expert committee is meeting at this moment at Copenhagen. UNICEF is making a major contribution to carry on that program, but WHO is providing the technical experience and the people to do the job. We have loaned two of our people from the Public Health Service—Dr. Carroll Palmer in particular—to head up the European studies of BCG because we still do not have an answer in the United States, or in the world, as to the real effectiveness of the BCG, yet we are under tremendous pressure from our States to set up State laws to have compulsory vaccination of BCG of all our infants. We do not know enough about it yet to want the laws, yet the pressure is tremendous. We think that we can get sufficient experience in the next 2 years that will give us an answer as to where we are going.

That essentially is the kind of thing that WHO is doing—consultation service. They are hoping within their \$7,000,000 budget to set up two or three health-demonstration areas; in other words, they would go into a very much undeveloped area and would set up a fairly substantial health operation in that area, both as a demonstration to the people of that area and for other people from other countries to come in and observe so that they might carry some things home to their countries and do likewise.

In general, I might say, while we actually are talking about a \$5,000,000 budget, we did not vote against the \$7,000,000 budget. We refrained from voting. However, we reminded them that in any budget passed there will be a United States contribution, at most, of \$1,920,000. At that stage they did not have the question of the percentage contribution settled, so we did not have a target that we could vote for. If they were to come down to 25 percent, we could vote for almost an \$8,000,000 budget.

I think the United States attitude will help in bringing the program down to \$7,000,000. I think that many countries might have carried it to \$8,000,000. I think it is apt to stay down. I think that there is not going to be any great pressure in WHO to expand tremendously in the coming year.

Mr. JUDD. What do you see ahead as the probable peak budget toward which this should point, say, for the next 5 years? You will not be held to the estimate, of course, but we have to have something to go on.

Dr. SCHEELE. Well, much will depend upon how far WHO goes into the maternal and child health field. That is a very much neglected area, and I would think that if WHO hit \$15,000,000 in 5 years that might be a reasonable operation. It may not be a reasonable operation in terms of ability of nations, including our own, to pay into such a budget. It seems to me that the vacuum is so tremendous; I mean it could have a half-billion-a-year program or a billion-a-year program and still just scratch the surface in terms of safe water supply systems throughout the world.

That sort of an operation, unless we have world government, would be unrealistic. WHO will have to remain pretty much a fact-finding body, a body for getting information that might go into international exchange and giving of certain advice, and it seems to me an outside figure of \$15,000,000 might be something that would be reasonable in 5 years. There is a strong likelihood that it would not be that large.

Mr. JUDD. The organization is steadfastly adhering to the principle of working in a country only at the request of and in cooperation with the national health administration of that country, whatever it may be called.

Dr. SCHEELE. Yes. They work no other way.

Mr. JUDD. Are you doing anything along the line of birth-control education—preventing births as well as deaths?

Dr. SCHEELE. At the present time the organization is not active in that field. The Indian delegation made a proposal that the assembly consider steps that might be taken in connection with birth control; however, the assembly voted that in view of the costs and other problems, for the moment they did not feel they were in a position to concern themselves with that field, and the matter was tabled for consideration at the Third World Health Assembly; in other words, a year from now, but the emphasis was changed and as the postponement was made, it was changed to read—not that they should concern themselves with birth control, but rather they should concern themselves with population problems.

Mr. JUDD. That is all right. I do not care how they phrase it. One of the biggest qualms that I ever had in my life was when I was out in China teaching people how to cut down their infant mortality. Families regularly had 10 to 14 children, but if half of them lived to the age of 5 they were lucky. What if I were to succeed in my program and all 14 of them lived? Where would the world soon be?

Dr. SCHEELE. That is some of the important work of WHO.

Mr. MORGAN. How about publications? Does WHO publish any publications at all?

Dr. SCHEELE. There is a series of publications. There are daily telegrams sent on certain communicable diseases so that we can be prepared at our ports. They have about 20 publications at the present time which are either annual, weekly, or monthly. They have taken over certain of the publications of the League Health Organization; in other words, they have encompassed the activities that were going activities and were worth while things in the world before. They have taken over the annual epidemiological reports, and they have taken over the work on the international list of causes of death and morbidity.

Mr. JUDD. And the standardization of nomenclature.

Dr. SCHEELE. Yes. There are several other publications. They will publish a certain number of practical manuals on communicable disease control; some summaries of information on methods of diagnosis and treatment. That will all be pretty much held to the preventive medical field, and the countries were reminded that there were other sources of good abstracts of medical information available that they could subscribe to.

Mr. CARNAHAN. Are you doing anything with reference to water supplies for cities, like Tehran, for instance?

Dr. SCHEELE. With WHO operating on a \$5,000,000 budget, or \$7,000,000 budget, they can do no more than furnish consultation services to the governments and give them information on model plants and information on what is considered an ideal system and ideal chlorination. They cannot do any direct operations.

Mr. JUDD. No one has suggested that the WHO should go in and build model sewage-disposal plants or water plants in any country? I would think that would be exceedingly costly and beyond its scope. There would be no way of calculating what the cost would be.

Dr. SCHEELE. The shortages in the United States alone in that respect would amount to several billion dollars.

Mr. CARNAHAN. I think that quite a contribution to health would be to encourage the city of Tehran to have a clean water supply. I think that the infant mortality there is about 80 percent.

Dr. SCHEELE. In that field we have different concepts of operation. In the United States a group of experts, sanitation engineers, engineers who have specialized in health and sanitation aspects of engineering have come into being over a period of years, and we depend upon them as specialists to handle these problems. One finds in most countries of the world that that kind of specialist is not known. The MD or the straight engineer is the man who handles these problems. They have not been too effective in doing it because they are not too interested in these areas. So there is an increasing training of engineers with special qualifications in the field of health in all countries, and as that program goes forward we will see these other things happen.

Again, I should point out some of the things that hold back the development of these water supplies and the sewage disposal systems, and that is, the economic situations of the countries involved. One has to reach a pretty high economic level, reach a high industrial level in a nation, before one can have extensive public works of that sort, and so many countries will have to use minimum methods of controlling the contamination of water and still will have to use water that is not chlorinated and does not come through a piped system. Those people will have to be reeducated in their habits and be persuaded not to use the river banks or the streets where the water supply is for spreading trash and excreta.

In the countries where they have major problems with typhoid and the filth-borne disease, DDT and other insecticides that we are using in malarial control are a great boon in terms of fly control, so we are killing several birds with one stone.

In Greece there is virtually no malaria now that DDT has been used. Coincidentally, the deaths from infant diarrhea, which is essentially fly-borne, and death from other fly-borne diseases, and morbidity—the sickness—have fallen to a very low ebb now. There are very few such cases, so, indirectly, by the use of DDT, we have minimized some of the health problems.

Mr. CARNAHAN. Any improvement in the water supply to the cities will certainly add to the complications of your population studies.

Dr. SCHEELE. That is correct, sir.

Mr. CARNAHAN. If you save 80 percent of the youngsters that I mentioned that died in Tehran that will certainly complicate the population studies.

Mr. JUDD. It is always a question of whether it is kinder to let them die of starvation at 25 years or diarrhea at 6 months.

Mr. MORGAN. What role does the WHO play in the Point Four program?

Dr. SCHEELE. I think that I can tell you what they would like to play. What part they will play I think will depend upon Congress and the executive branch of the Government, if there is a Point Four program. They would like to carry on as much of the Point Four program for the United States and for any other country which makes supplemental contributions for technical assistance programs, as these respective countries would let them play. In other words, they feel they want an effective operating organization, and they feel they are a medium, which can effectuate the program.

Mr. JUDD. You could get into two budgets there. First, the regular administrative and operational budget of the WHO; and then, if it were assigned or delegated special tasks in connection with carrying out the United States Point Four program, the United States could perhaps reimburse it for a definite job done.

Dr. SCHEELE. That is right.

Mr. JUDD. Outside of its regular administrative and operational budget.

Dr. SCHEELE. Because the assembly meets only once a year, and because there was at least a possibility that such a program might be created by our Government or other governments, the assembly did consider additional elements in the program over the so-called regular program, which is what we have been talking about so far, that they might enter into.

The assembly gave attention to priorities, and all the aspects of such a program. That program is a substantial program which depends on the amount of money available for Point Four and from other governments having similar programs in the future. It might be 5 percent of what they wrote on paper, 10 percent, 50 percent, or 90 percent that would be carried out. There is nothing binding or mandatory about WHO's supplemental program. It was just a matter of getting the advice of the 55 governments there represented regarding what, if WHO got additional money, she should do with that money?

Mr. JUDD. Yes. The United States conceivably, if it were carrying out a health program in Madagascar or Brazil, or whatever place you pick out, could contract with the WHO to handle this program just the same as it might conceivably send over the United States Public Health Service to do it.

Dr. SCHEELE. That is correct, sir. We have assumed in a Point Four program, if created, there would be operation in both directions. There would be instances where we would want to operate on a bilateral basis, and other instances where we would operate on a multi-lateral basis through WHO.

Mr. JUDD. That would come through other appropriations, of course.

Dr. SCHEELE. That would be separate.

Mr. JUDD. Would you care to justify this figure? The original bill I put in changed the ceiling to \$3,000,000. I see now it is \$3,080,000.

Dr. SCHEELE. I think, if you do not mind, the State Department can explain that better than I can.

Mr. INGRAM. They have asked that the governments put up additional amounts for the working capital fund, which again is in the nature of an advance. You still have control over that money.

When the organization is liquidated at some future date that would be returnable to us. That is why we need additional money.

Mr. JUDD. They ask us to put in \$80,000?

Mr. MORGAN. It is \$160,000, is it not?

Mr. INGRAM. \$560,000.

Mr. JUDD. They want \$560,000 to be put into this working capital fund?

Dr. SCHEELE. They are trying to create a \$4,000,000 fund as a stabilization fund.

Mr. JUDD. Yes.

Dr. SCHEELE. Incidentally we talked about the attitude of the people. WHO is an organization which has no continuity except the annual appropriations to WHO. It finds itself in a rather peculiar position in terms of the morale of its personnel. Whenever they approach a well-qualified person and try to bid him to do a job that individual says, "Is this a job for a year or is this a job that may go on?" If they cannot see it going on, they may not be interested.

Mr. JUDD. You tell them the United States never cuts off anything that spends money.

Dr. SCHEELE. They need stability. The working capital fund would give them a stability against the slowness of contributions occasionally and against the United States even always being 6 months late in putting up its money.

Mr. JUDD. I recall that UNRRA made a grant to set up the original working capital fund, is that not right, of a half million dollars or maybe even a million dollars?

Mr. MORGAN. \$1,000,000.

Mr. JUDD. Was it to be repaid or was that a grant?

Mr. INGRAM. That was a grant. We, ourselves, initially, and the other members, put up some money in the working capital fund the first year.

Mr. JUDD. This additional \$560,000 you want does not mean that the capital fund has been depleted and this is to replenish it; but it means you are increasing the working capital fund?

Mr. INGRAM. Increasing the working capital fund.

Dr. SCHEELE. To \$4,000,000.

Mr. JUDD. May I ask this: Why could that not be handled within the \$3,000,000 ceiling? We could save an awful lot of explanation. Is it your idea to build that up in 1 year, with the \$560,000, or over a period of years?

Mr. INGRAM. In 1 year.

Mr. JUDD. 36 percent of the \$7,000,000 budget is only \$2,520,000, so if we have a \$3,000,000 ceiling that \$80,000 United States contribution to the working capital fund can be handled within our ceiling; and it would certainly save a lot of explanation, if we do not get into that matter at all.

Mr. SANDIFER. Our contribution to the working capital fund is \$560,000.

Mr. JUDD. Ours is?

Mr. SANDIFER. Yes.

Mr. INGRAM. That is right.

Dr. SCHEELE. It is \$2,520,000.

Mr. JUDD. You have \$560,000 figured in there?

Dr. SCHEELE. Yes. That is why it comes out \$3,080,000.

Mr. SANDIFER. That is a device used by all these agencies now. A revolving fund is used to carry them over periods when they do not have funds in their budget.

As to the question you raised a moment ago, it is not exhausted.

Mr. JUDD. Why could they not build it up over a period of 2 years rather than 1 year?

Mr. INGRAM. There was considerable discussion at this meeting as to just what level this fund should assume, and it was voted that the fund would be increased to \$4,000,000.

Mr. JUDD. That means that every other country also has to make a two-pronged increase in its contribution—one for the annual budget and one for the working capital fund?

Dr. SCHEELE. Yes.

Mr. JUDD. Well, we could cover that in the report, I think.

It is always easier, in my experience, to go before the House with a round number than it is to go in with an odd number. People look at it and say, "What in the heck is that for?" And then they begin asking questions which they never would have thought about otherwise.

Mr. CARNAHAN. That \$80,000 is also a suggestion for the size of an amendment, to reduce the amount.

Mr. JUDD. Excuse me?

Mr. CARNAHAN. I said that the \$80,000 is a very fine invitation for somebody to offer an amendment to reduce it \$80,000.

Mr. SANDIFER. Mr. Chairman, may I point out the nature of the ceilings already? \$1,920,000. \$1,091,756. I do not think it troubles the Congress if there is an odd figure of \$80,000.

Mr. JUDD. Well, I had trouble with it last year. That I remember very vividly.

Mr. Marshall makes this suggestion, which I think has some merit, and I think it would be easier to handle it this way: Set up a ceiling of \$3,000,000 and then in addition an authorization for a contribution of \$560,000 as a nonrecurring item to the working capital fund.

I do not think we would have much difficulty. It is much better than trying to explain it this way. We can justify that. We are trying to get the organization on its feet. So we are making an initial contribution of \$560,000. The ceiling hereafter will be not to exceed \$3,000,000.

That is my personal opinion. I do not know whether my colleagues would agree with that. The clearer it is, the more we set it out, the fewer things there are to pull out from under the bed and the easier it is to get favorable action.

Mr. SANDIFER. If you are acting in terms of specific ceilings, I think that would be entirely satisfactory.

Mr. JUDD. You would have two parts to this legislation—one to raise the ceiling and the other to authorize appropriation for this year for the working capital fund.

Would you approve that?

Dr. SCHEELE. Very much so; yes, sir.

Mr. JUDD. It is much more to the point. It is straightforward.

Dr. SCHEELE. With the understanding that the \$3,000,000 does not direct us to spend \$3,000,000 next year.

Mr. JUDD. Of course not.

Mr. Chairman, I have to leave right away, but I do want to ask one more question. Are you through, Dr. Scheele?

Dr. SCHEELE. Yes, sir.

Mr. JUDD. Thank you very much for coming.

May I ask this question of Mr. Sandifer: What is this American International Institute for the Protection of Childhood? That is a funny name, American International Institute.

Mr. SANDIFER. It is one of the inter-American organizations.

Mr. JUDD. Pan American, really?

Mr. SANDIFER. Pan American, really. It is associated with what we call the Pan American Union, a part of the inter-American system.

Mr. JUDD. What is it?

Mr. SANDIFER. Its function largely is for the publication and exchange of information.

Mr. JUDD. For the protection of childhood?

Mr. SANDIFER. Yes.

Mr. JUDD. Why could not that organization be taken in by the WHO? An organization with a budget like that can hardly do more than maintain a headquarters; is that not right?

Mr. SANDIFER. What we are working on, Dr. Judd, is the integration and rationalization of these small inter-American organizations in the inter-American system. We have gone about as far as we can in the integration of organizations in the health field in the WHO by absorbing the PASB, or by integrating it as a regional organization.

Before that, I think we have to work in the direction of consolidating the work of these organizations.

We have an Inter-American Economic and Social Council now, and we are moving in the direction of reducing, as far as possible, the number of these small inter-American organizations.

Mr. JUDD. That is right.

Mr. SANDIFER. To have the larger organizations, and to have the secretariat of the Pan American Union carry on the functions that are now carried on by this American Institute.

However, there are people who are not yet convinced that those functions can be properly carried on. It is a program that we were carrying on on a continuing basis all the time.

In our effort to reduce the number of organizations and to improve the efficiency of the larger ones we have followed this course.

Mr. JUDD. There is no question but what it is much easier to justify a few larger appropriations—

Mr. SANDIFER. Right.

Mr. JUDD. Than to justify and get through a whole flock of small ones, especially in the same field.

These small organizations usually get to be one man's baby, someone who has a concern about a particular program which he develops, and then when the man dies the thing disintegrates.

Mr. SANDIFER. They are mostly carry-overs from the prewar years. We have about \$500,000 that goes to 25 or 30 of these small organizations.

Mr. JUDD. I certainly hope you will move as rapidly as possible in that direction. Get them in with the over-all inter-American organization or with the Pan American system.

Mr. SANDIFER. They are pushing very hard on that, but it is a slow process.

Mr. MORGAN. I think we will adjourn for the day. I am sorry we kept the witnesses here so long, but I think we made a good start today.

(Thereupon, at 1:22 p. m., Thursday, July 21, 1949, an adjournment was taken to meet at the call of the chairman.)

UNITED STATES PARTICIPATION IN CERTAIN INTERNATIONAL ORGANIZATIONS

FRIDAY, JULY 22, 1949

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE OF COMMITTEE ON FOREIGN AFFAIRS,
Washington, D. C.

The subcommittee met at 10:30 a. m., pursuant to adjournment, Hon. Thomas Morgan (chairman of the subcommittee) presiding.
Present: Messrs. Morgan (chairman) and Carnahan.
Mr. MORGAN. We will come to order.

STATEMENT OF ARNOLD ZEMPEL, OFFICE OF INTERNATIONAL LABOR AFFAIRS, DEPARTMENT OF LABOR, WASHINGTON, D. C.

You have been doing some work on the ILO for the Labor Department?

Mr. ZEMPEL. Yes.

Mr. MORGAN. Does the reporter have your full name?

Mr. ZEMPEL. Arnold Zempel.

Mr. MORGAN. Were you at the last ILO Conference?

Mr. ZEMPEL. No; I was the Government representative at the March meeting of the governing body, but I did not attend the last International Labor Conference. Mr. Philip M. Kaiser, from the Department of Labor, was the delegate to the June session of the governing body and, with Senator Herbert R. O'Connor, headed the United States delegation to the annual International Labor Conference also held in June in Geneva. Mr. Kaiser is Director of the Office of International Labor Affairs, and he normally goes to those meetings.

Mr. MORGAN. Do you have a statement?

Mr. ZEMPEL. I do not have a formal written statement to read. I am ready to answer any questions. I might say in general we agree with the arguments presented by Mr. Sandifer on the nature of the problem which he presented yesterday, which applies to the ILO as it does to WHO, FAO, and other organizations, in regard to the limitation of the ceiling.

Mr. MORGAN. Did you have the same trouble at the ILO Conference as they had at WHO in fixing their budget? I understand the budget for 1948 was \$4,449,295.

Mr. ZEMPEL. The budget for 1949 was a little over five million; \$5,185,530.

Mr. MORGAN. What was the proposed budget for 1950? Was it discussed?

Mr. ZEMPEL. The budget for 1950, as presented by the Director General, was discussed in the March and June meetings of the governing

body and the figure that they finally recommended, which was then adopted by the Conference in June, was \$5,983,526.

Mr. MORGAN. What was the 1949 budget again?

Mr. ZEMPEL. \$5,185,539.

Mr. MORGAN. The budget has increased approximately over a million and a half dollars since 1948?

Mr. ZEMPEL. I might explain the basis for those increases that have taken place. Part of those increases are due to rise in prices of goods and services that the ILO has to pay for: increased costs of stationery, paper, traveling expenses, postal charges, rents for its branch offices, and so forth, so that some portion of that increase is due to that increase in costs.

The other portion of the increase is due to the changing emphasis of the program of the ILO. Prior to the war, the International Labor Organization was engaged, of course, in establishing minimum labor standards in the form of conventions which it adopted at its annual conferences and which, if they are ratified by participating governments, have the binding force of treaties.

An increased emphasis in the program of the ILO is on operational programs, particularly in the manpower field. That has arisen out of the needs of the governments throughout the world. I might go into that a little as to the basis for it.

The governments are very generally concerned over the lack of skilled workers and technicians. In fact, it is one of the chief obstacles to the economic reconstruction and development of their countries. Not only is this shortage an acute problem but there is a maldistribution of manpower. We have the anomaly of having manpower shortages and surpluses at the same time, with great shortages of skilled labor and surpluses of unskilled labor. Certain countries have greater surpluses of unskilled labor, like Italy, which is trying to export some of its unskilled labor, or some of its semiskilled labor which is a surplus in its own country.

These shortages of skills are particularly evident in countries suffering from the war. This is true not only of the countries that were devastated by the war, but also of countries which were occupied by Nazi armies without much devastation because there wasn't much opportunity to train skills. Even if there was the opportunity, it was largely channeled to the war industries—so there was not a broad general training. Further, the opportunity for training had already been cut down because of the previous economic depression, so that the world has, in a great share of the world, at least, a great shortage of skilled labor.

In Germany, for example, while there is a surplus of labor as a whole, there are shortages in the skilled fields. There, as in many countries, therefore, reconstruction and further economic development is hindered by the unavailability of skilled labor, even though there may be lots of labor available.

Mr. CARNAHAN. There is no country that is particularly short on unskilled labor; is that true?

Mr. ZEMPEL. Not many countries are short of unskilled labor. There are some in the western European area that are importing workers where they want some, but not particularly high, skills, as for example, for work in mines. Of course, all countries have difficulty

getting workers in the mines. The Belgians, for example, have imported quite a number of workers for the purpose.

The need for training is very acute and well recognized, and the ILO has now greatly increased its manpower program to assist the countries of the world in response to the demands for this kind of help. That has accounted for the increase in the budget, aside from the increases in cost of ordinary operations that have taken place.

Mr. CARNAHAN. Can you say the major emphasis of ILO is the encouraging of training of skilled labor?

Mr. ZEMPEL. And things associated with that. That is, employment, vocational training, the movement of manpower, the development of sound employment services. The postwar emphasis is moving in that direction?

Mr. MORGAN. Do they take part in drafting of unemployment insurance legislation? Did they not go to Canada and help assist Canada set up an insurance fund similar to what we have in unemployment compensation?

Mr. ZEMPEL. I do not recall Canada. It has sent missions to other countries like Greece and Turkey, where they have requested missions to assist them in their labor legislation and labor programs generally.

Of course, the employment service is indispensable in any country as an instrument of this manpower policy, and there are not many countries in the world that have well-developed employment services besides the United States and Canada and some countries of western Europe. That is another aspect, of course, of this manpower program.

The International Labor Organization, at the present time, is developing manuals based upon the experience of the well-developed countries, to indicate to countries of less development how they can build up good operating employment services. In addition, the ILO is making experts available, as they are requested, of course, by the countries to assist them in that work.

Now, an employment service is necessary not only for balancing the supply and demand of manpower within a country, but through its knowledge of the employment market, for providing the basis of knowing what needs might be met by immigration, and what vocational lines of training are necessary to develop to meet the needs of industries that are being expanded.

Then, of course, the whole problem of vocational training and retraining is one to which the ILO has, as I indicated previously, been giving a great deal of emphasis. In Europe, the Organization for European Economic Cooperation, the European organization which is the counterpart of the ECA, requested the ILO to establish an international course for training supervisors, and they had a meeting last March to develop such a course.

They have brought in experts from various countries, like Channing Dooley (who was prominent in developing the training-within-industry program in this country during the war) and an expert from the Bureau of Apprenticeship of the United States Department of Labor (the latter has been there for a year and has just returned) as well as experts from western Europe who are experts in this particular field, to assist in developing that kind of program.

The ILO is carrying on an active program not only in Europe, but also in Latin America and Asia. They have recently established a

field office for technical training in India, because India, as well as other areas of southeast Asia, has a great need for, and is very much interested in developing skills which are required to be coordinated with such industrialization as they can undertake.

Mr. SANDIFER. Mr. Chairman, on the question of the increase in the budget over the past 2 or 3 years, there is another factor, I think, which might be pointed to. Mr. Zempel did not mention it.

The ILO is an old organization, as you know, created back at the end of the last war. During the war, it was forced to operate on a very contracted budget, and since the war it has had to rebuild its organization and to resume its normal activities. This has taken place slowly over the period beginning about 1945 and 1946, so that quite a part of the increase was due to the necessity of resuming normal activities, in addition to increased costs in the postwar period.

Mr. MORGAN. Before the ILO became one of the children of the United Nations, how were these funds allotted; I mean our funds? Was it by special appropriation? Did we share in the ILO from 1919 up?

Mr. SANDIFER. We did not become a member of the ILO until 1934.

Mr. ZEMPEL. That is right.

Mr. SANDIFER. We participated in the ILO under joint resolution of Congress from 1934 down until 1947 or 1948.

Mr. ZEMPEL. Public Law 843, Eightieth Congress, authorizing the President to accept for the Government of the United States the amended ILO constitution, was approved June 30, 1948.

Mr. SANDIFER. The new authorization was necessary as a result of the amendment of the ILO constitution, which severed it from the League of Nations with the termination of the League, and established it on an independent basis with relations with the United Nations similar to that of the other specialized agencies, so that our contribution and participation from 1934 down to 1948 was under the 1934 joint resolution.

Mr. MORGAN. How do we account for the raise from the 1949 budget to the 1950 budget? There is a 3½-percent raise that will occur from 18½ to 22 percent?

Mr. SANDIFER. It was through negotiations which took place. Mr. Zempel might answer that. Negotiations have been in process in the ILO governing body for a year or two. The new basis on which the ILO is operating, the general recognition of a change in the financial position of the United States in the world, its general industrial potential and resources in relation to those of other states, all these factors created a feeling that a higher proportion of the budget could rightfully be expected from the United States than under the old percentage which had been established under the League pattern.

And for that reason there was a reexamination of the percentage contribution of states and an agreement at the last conference that the United States share should be increased to 22 percent.

Mr. CARNAHAN. How many countries belong to the organization?

Mr. ZEMPEL. Sixty countries.

Mr. MORGAN. Could you tell us some of the things accomplished during this year or some of the program that has been set up for next year?

Mr. ZEMPEL. Yes, sir. This fall, in September, there will be a tripartite conference—employer, government, and worker delegates—respecting a model safety code for underground work in coal mines. That is part of the program of the ILO in which they have had a great deal of experience, promoting safety and developing model safety codes.

This conference is part of the program the ILO has been undertaking, to draw from the experience of all the countries of the world the best experience for model safety codes, which then can be presented to governments and to employers and to workers for standards that it would be desirable to achieve.

Of course, whether any country accepts them is voluntary on their part.

I might say here that the ILO is unique among all the international organizations in that it is tripartite. It has employer, worker, and government representatives, and in that sense, when they sit around the table to discuss these problems, manpower training, safety codes, and so on, they are getting, you might say, a view on all sides of the question. In that manner you are, of course, likely to get a reasonable type of program that can fit the circumstances and the industry to which it is geared.

Further in the safety field, the ILO is now working on special codes for textiles and chemicals. You see, the ILO has industry committees in several important industries—there are nine in all now—which meet separately from the general conference. They usually meet every 2 years to discuss special problems of industry. They are the means whereby representatives of management, labor, and government from the various countries in which these industries are important may get together to discuss special problems in these specific industries, like textiles, iron and steel, metal trades, and so forth. The textiles and chemical industry committees, particularly, have requested the ILO Secretariat to work on the problem of safety codes for these specific industries.

In addition to that, the ILO has been working on a general safety code for factories as a whole, which could be general for all factories, but leaving specific variations for specific industries to special codes by textiles, chemicals, and so forth.

That program is going ahead, particularly on the safety side.

On the manpower side, which I have already indicated in part, they have now just recently established the technical field office in India for Asia and that area. It will operate mostly in southeast Asia, of course. It is to assist that area as requested and, of course, the ILO has received many requests for assistance. The field office will assist in vocational training, manpower, and employment service problems, making technical information available, providing the assistance of trained experts as requested, and so on.

The ILO is in the process of establishing a similar office in Latin America. The have not yet actually established the office itself, but it probably will be set up during the course of this year.

There will be a conference in Singapore this fall, at which the Asiatic countries will discuss technical training problems for the Asian area. This is a follow-up on the matter of establishing the field office, to see what kind of program they can work out which will fit

that particular area and the countries in that area. The regular delegates to that conference, of course, will come from that area itself.

Similarly, conferences have been held during the past year in Europe, to develop practical assistance programs for those countries. These conferences have concerned themselves, for example, with such matters as the request of the Organization for European Economic Cooperation for a program on the training of supervisors, which I mentioned earlier. Another matter has been the setting up a schedule of occupational titles, particularly for skilled labor, which will be useful in facilitating migration for employment from one country to the other. It is mostly in the skilled field.

In order to facilitate that immigration, you have to know specifically what you are asking for, so a careful selection and standardization of job titles is essential so that when a specific job is referred to everybody knows what that job is. Without this type of information you are likely to bring somebody over and find out he was not the type of man that was wanted.

The standardization of occupational nomenclature is important for employment services with respect to the movement of workers, not only within a country, but also between countries. This work on occupational nomenclature is continuing.

The ILO is also working in the field of industrial health. There will be a conference on Pneumoconiosis in Australia in the spring at which experts will investigate that problem and consider what can be done from the standpoint of the ILO, and what standards can be developed to prevent such diseases due to fine dust.

The ILO is continuing its work in technical fields like statistics. There is an international conference on statistics to be held in Geneva. They are also working in that field on the standardization of statistics so that international comparisons can be made.

One of the greatest difficulties we have in trying to compare what is happening economically in one country with what is happening in another is that statistics are not comparable. It is very difficult to evaluate the differences that result from this noncomparability so as to really know what kind of judgment to make.

The ILO is working now, particularly in this conference, on standardizing statistics of pay rolls and earnings. Work is also being undertaken on methods to develop statistics of productivity so that international comparisons can be made of productivity between the various countries. This is very important from the standpoint of determining how one country is progressing as compared to other countries. The United States, of course, which is making such large financial contributions to world economic reconstruction, is vitally interested in such statistics, which will reflect the degree to which productivity is improving. Such statistics, for most countries outside of the United States, are rather nebulous, and comparisons are rather difficult to make now.

They are also working on methods of making family living studies, which are very important from the standpoint of developing adequate cost-of-living index numbers in an effort to compare differences in cost of living between different countries. That is also a very difficult international type of comparison to make on a valid basis. The effort to standardize those statistics will enable comparisons to be made on a more valid basis than heretofore.

The ILO is also working on the possibility of developing occupational titles in specific industries for the collection of wage data. These data then can be gathered in the various countries, by standardized occupations, so that comparisons of wages in different countries can be made. They have worked in the past and will continue to work on the standardization of statistics in the field of accidents.

Those are some important aspects of the ILO program. ILO activities also pertain to other fields; protection of young children, women's work, standards for night work of women, protection and standards of payment of wages, and so forth.

Mr. MORGAN. It is certainly a big field.

I was interested in some of the remarks you made there on the subject of mine safety. Where do the technical experts come from, or where do all members of your staff come from mostly?

Mr. ZEMPEL. In this type of conference, I might explain there will be three delegates from the United States; one will come from the Government, one will come from the workers, and one from management. The management expert will be selected by the Chamber of Commerce and the National Association of Manufacturers. In consultation, they will decide on the person they consider competent. The labor representative will be selected by the American Federation of Labor, which is the labor organization that represents the workers of this country in the ILO, and in consultation with the labor field recommends the experts they consider competent. The United States Government expert will be selected by and come from the United States Bureau of Mines.

Mr. MORGAN. What would they do, just examine results from those countries?

Mr. ZEMPEL. They actually draft a code. The ILO has had preliminary meetings. This is not the first meeting. The meetings began in 1938. They now have a draft model code already published.

Mr. MORGAN. For mine safety?

Mr. ZEMPEL. Safety in underground work in coal mines. In this conference, they will examine the draft code carefully, make any changes that they feel desirable, and a finished product for consideration by the governing body of the ILO.

Mr. MORGAN. The ILO certainly has a fertile field in the United States for mine safety. I think maybe we had better bring the ILO in here and get all our State codes together.

Is ILO headed by an American now?

Mr. ZEMPEL. Yes sir, David Morse, former Under Secretary of the Department of Labor, is the Director General of the ILO.

Mr. MORGAN. How long is his term good for?

Mr. ZEMPEL. I believe his term is 10 years.

Mr. WINSLOW. He has option of renewal for another 3 years. Thirteen years is the most he can serve.

Mr. CARNAHAN. Has the ILO submitted mine safety codes in the past?

Mr. ZEMPEL. This is the first formal code which it has developed. I believe, with respect to underground work in mines.

Mr. MORGAN. They are also doing some work on silicosis and anthracosis, and all types of diseases concerning dust in mining?

Mr. ZEMPEL. Yes, sir; and other dusty trades, metallic dusts as well as mine dusts.

Mr. MORGAN. If there are no other questions, that is all.

Mr. SANDIFER. We have a witness here on the FAO from the Department of Agriculture.

Mr. MORGAN. Give your name to the reporter, please.

**STATEMENT OF W. A. MINOR, ASSISTANT TO THE SECRETARY,
DEPARTMENT OF AGRICULTURE, WASHINGTON, D. C.**

Mr. MINOR. W. A. Minor, Assistant to the Secretary.

Mr. MORGAN. Do you have a statement?

Mr. MINOR. No sir, I do not.

Mr. SANDIFER. We also have P. V. Cardon, Administrator, Agricultural Research Administration.

Mr. MORGAN. Mr. Minor, start out and tell us some of the purposes of the FAO and when it was first created, how it has developed, and what it has accomplished. Then we will go along with our questioning.

Mr. MINOR. The Food and Agriculture Organization grew out of a conference of 44 nations held in 1943 at Hot Springs, Va. At the invitation of President Roosevelt. It came into being in Quebec in 1945. The Quebec Conference at which the organization was founded and perfected was in October 1945, and the organization has been functioning since that time. Two-thirds of the people of the world depend on agriculture and FAO is the agency that is working with the agricultural people of the world in the field of food and nutrition, including, of course, fisheries and forestry.

Mr. CARNAHAN. Do you mean two-thirds are actually employed in agricultural pursuits?

Mr. MINOR. Yes sir, throughout the world. That, of course, is far from true in this country.

The Food and Agriculture Organization recognizes it as its job to try to raise the levels of agriculture and nutrition of the people of the world in the interest of their well-being, in the interest of world peace, and in the interest of better business relationships which has such an important bearing on world peace.

Now, as to the specific programs that the FAO is engaged in, I asked Dr. Cardon if he would come over this morning with regard to the program. There is no one who is more familiar with their activities than he, and I would like to ask if he will outline some of the functions before we get into the financial picture, if that is agreeable.

Mr. MORGAN. Go right ahead, Doctor.

STATEMENT OF DR. P. V. CARDON, ADMINISTRATOR, AGRICULTURAL RESEARCH ADMINISTRATION, DEPARTMENT OF AGRICULTURE

Dr. CARDON. I think it is important, first, in connection with the program of FAO to recognize its very great scope. It includes work with soil factors, water relationships, the natural hazards of production such as insects, diseases, drought, and other factors that limit production. It relates not only to the production of crops, but also to animals and their products, their improvement, and their protection against disease. It relates also to the protection of the food once produced against enormous losses from infestation by molds, insects, or

rodents, all of which are active in the destruction of food supplies. Other major activities are in the fields of nutrition, fisheries, forestry, economic development, and rural welfare.

Because of the broad scope and nature of the program, naturally FAO has had to take into account great variabilities in climate, in soil types and characters, in the other physical factors governing production, and along with that, the economic, social, and political backgrounds that influence agriculture in the various countries of the world.

Because of these varied conditions, FAO has had to mount a number of hurdles. Naturally, because of the widespread interests in food, there were a great many demands for services of a type which would be helpful in increasing not only the quantity of food produced, but the quality of food produced and its protection against infestation, which I have mentioned.

The demands for assistance were terrific. They would have as many as 400 resolutions at a given conference asking for help of one kind or another in one or the other of the fifty-odd nations associated in FAO.

Then in the very beginning of the organization, there was apparent need for clarification of the program. What could FAO do under such circumstances, and how could it best relate its activities in order to advance agricultural production and nutritional improvement? Naturally, in such an organization there was a period of time when clarification was necessary, an adjustment of the program to these numerous demands that entailed a staffing problem, the availability of qualified persons who could serve either in an advisory capacity or as actual participants in whatever program might be suited to the conditions obtaining in a given country or region.

Then there was need, besides this staffing, of an integration of effort with the clarification of what they might be best able to do. And with suitable staffing it was still necessary to bring about an integration of forces in such a manner as to be effective in their program within the framework of their function.

This entailed not only consideration of integration within the organization, but also in the relationship of that organization with other specialized agencies, on the one hand, and with various and sundry agencies within the different countries, on the other hand.

For example, it is important in the estimate of the FAO people to make the best possible use of competency wherever it may lie in whatever country. Well, competency in the field of agriculture, nutrition, forestry, fisheries, and so on, may lie with educational institutions, involving research agencies, or it may be in connection with industrial organizations, for example, or with the governmental or private foresters, and so on.

They have made, in my estimation, very commendable progress in adjusting their organization to the job which they have before them.

Some of the things to which they have devoted attention would be of some interest, perhaps. In the field of agriculture, for example, naturally they have to be concerned with soil, with water, with seed, with methods of culture, with means of harvesting, handling the product, the storage and protection against infestation. One of the notable things they have done, in my estimation, in the last 2 years, is by way of establishing a seed stocks catalog, which aims to make available to member countries knowledge of the existence and availability of

improved seed stocks which may be of importance in the respective countries, either directly as being adapted to production in those countries, or indirectly as source material which would enable crop specialists to bring about crop improvement.

Along with the seed work during the last 2 years, they have held in Europe a corn-hybrid training school, I should call it, in which they had assembled from this country some of our best technicians to make plain the methods and procedures by which hybrid corn might be used in European countries; but more than that, to aid in the development of knowledge among crop-improvement people there.

Mr. MORGAN. Where was that held, in Rome?

Dr. CARDON. It was not Rome, but at the Bergamo experiment station.

As a result of that, a number of our corn hybrids were taken over there for testing purposes and the techniques were described in such a way that many of their technicians were able to develop methods suitable to their areas. As a result of that work, we have found it possible there, as a result of the data that are now in hand, to increase corn yields in Italy and other places in Europe as much as 128 percent over anything that they were able to accomplish before. That type of thing is being encouraged also with other crops.

In the field of animal-disease control, one of their most important undertakings has been with respect to the control of rinderpest, which is a disease seriously affecting the cattle used in many parts of the world as sources of power.

It is not merely the effect upon the animal itself that makes the disease serious. That is serious enough, but the very fact that the animals become debilitated at a time when labor is of particular importance, field motive power, of which these animals are the source, seriously interferes with crop production in the countries where they are used for that purpose.

As a result of work that was done during the war in cooperation between the United States and Canada, there was developed a particularly valuable, not perfect, but valuable, serum which seems to be useful in the control of this disease. As a result of negotiations between Canada, the United States, and other countries in FAO, that material was made available for development and for use in various places in the world where rinderpest is serious, notably in Africa and in Bangkok. Laboratories there are providing for the perpetuation of the serum and its widespread use among animals. The effects reported seem to be sufficiently promising that there is some hope that a means of controlling rinderpest is within the realm of possibility. Naturally, it will take time for its full development.

Similar activities have been carried forward with respect to the control of locusts, which, in some parts of the world, are perhaps the most destructive insects of certain types of crops. In this FAO has cooperated with national and international agencies in various regions for the development of organizational machinery and technical assistance for reducing the hazard of locust infestation.

I have already mentioned the seriousness of infestation from insects and other sources, and FAO has done considerable in that field by way of demonstrating the possibility of reducing losses from infestation.

There is a widespread program under way in the broad field of soil and water conservation, but, of course, that is a slow-developing undertaking. It is generally recognized among the countries that it is one of the most important activities and yet it is a thing which requires considerable education as well as technical assistance and governmental support in order to bring about anything nearly approaching what we are able to do in the United States.

Turning from the field of agriculture now to that of the economic and statistical work, I need mention only two things to be illustrative of what is being done in that field. FAO maintains the basic international statistics on production, trade, and consumption, and it works with member governments in developing comparable statistics country by country. It also works directly with governments in the organization of their statistical checks and reporting systems.

This function of maintaining international statistics was formerly centered in the International Institute of Agriculture in Rome, which, as a result of action by FAO and in conformity with international understanding, was taken over by FAO.

Another phase of this work on the statistical side is the effort of FAO to take a world census of agriculture in 1950. Some 65 to 70 governments and non-self-governing territories have agreed to cooperate in taking such a census and FAO has worked with governments and developed a uniform questionnaire, with common questions of the various countries so as to provide comparable totals for the world. That, I believe will be the first time when there will be available, reasonably reliable statistical information as to what is produced and the possibilities of production.

An interesting relationship to the world census and the statistical development which I have mentioned has been the activity of the Nutrition Division which has been extremely helpful in aiding in the determination or providing, rather, bases for the determination of nutritive value of foods produced in various countries, and the possibilities of either improving their nutritional values or bringing about procedures which would be conducive to general improvement in nutritional status of consumers of those products.

The Nutrition Division has besides that some other specific activities. The Division collaborates in the periodic world food appraisals. It has prepared, in consultation with experts of member governments, a table of food composition with respect to calories and protein only at the present, but other nutrients are being studied, which is used in putting the estimates of nutritive values of food supplies of other nations on a comparable basis. That is quite important, because in different countries different methods of handling food supplies may themselves modify the nutritional value of the foods.

The Nutrition Division also has taken the initiative in arranging with WHO for international consultation with a view to reaching an interim agreement for human requirements on food. This is also necessary for appraising the adequacy of world and national food supplies. These activities are illustrative of the work of nutrition.

Turning to forestry, there are two or three important developments. In the first place, FAO took the initiative from the very beginning of the organization in developing the task of a world balance sheet, to

determine the amount of available timber by countries and the requirements on the minimum level. That study developed the fact that there was a world shortage of timber, especially with reference to softwood, timber used mainly for housing.

On the other hand, the same computation developed that there was in the tropics an available surplus for world use of tropical hardwoods. As a result, several actions have been taken.

With regard to the possible surplus of hardwood, they had a meeting and set up a regional office in Rio to aid the Latin American countries, particularly the tropics, in development of a forest industry down there to make use of tropical hardwood, emphasizing that the development should be without exploitation since it is extremely important in tropical areas to protect as well as to utilize forest resources.

They have an office there to give leadership and help in getting forestry organizations.

With regard to the acute shortage areas, that is, in softwoods, the worst was in the Far East, China, India, and they have set up a regional office in Bangkok with the idea of giving help and leadership to those countries in reforestation and in the management and development of such resources. One of the acute things found right at first was the situation in Europe where they had, due to the war, a very disturbing imbalance, or unbalance, in forest products and in requirements as between European countries.

As a result, the Forestry Committee of FAO was set up in Geneva to assist in bringing about the best possible distribution of forest products there, and that has been remarkably successful.

As regards fisheries, FAO is active in providing statistics on landings and trade, and miscellaneous statistics on the fisheries industry such as labor, craft and gear, utilization, and capacity of processing facilities. It also provides information on fishing methods and fish resources. Its work also includes development of codes for certain fish products. Primarily it is concerned, of course, with fish as food and the means whereby fish can be most fully utilized. It was instrumental in inaugurating the Indo-Pacific Fisheries Council, and is encouraging similar councils in Latin America and the Mediterranean region.

The Distribution Division of FAO, established in 1948, services the International Emergency Food Committee and its commodity committees concerned in commodity agreements and similar arrangements.

The remaining Division, Rural Welfare, collects, analyzes, and disseminates information on land tenure, credit cooperation and adult education, in relation to food and agriculture, and maintains liaison with other agencies with related interests. It is paying special attention to the place of rural industries in the development of economically underdeveloped countries. It is sponsoring a Far East conference on cooperation, and a training school in extension methods to be held in Latin America or the Far East in 1949.

Now, in all of this technical work, as you may quickly recognize, FAO is not set up itself to do these things: I mean to be the expert and the determining force. It is what I would call largely an advisory organization whose primary function is to bring about appreciation of situations, requirements, possibilities of meeting those requirements,

bringing to bear the best advice and guidance available, and hoping to bring about through governmental participation on the part of the respective countries involved those activities which would enable that country to bring into some unified effective manner, knowledge and know-how, the means by which these things can be accomplished.

I have been very much impressed by the appreciation on the part of those guiding the program of the importance of adapting knowledge to local conditions. It is quite apparent that methods utilized in the United States, for example, successful as they may be, and they have been successful, are not likely to be universally applicable. The basic facts may be, but the methods by which those facts may be adapted to local situations will have to vary by virtue of the physical conditions governing production, by virtue of the social background of the people affected, by the political organization, their institutions, their credit facilities, and other factors.

There remains, in summary, in my estimation, the one task which they are giving serious attention to, and we are all trying to develop as best we can clarification of this task so that it may be accomplished most effectively. I have reference to the need for the type of advisory service which can be undertaken, which can be useful in bringing the best information available forward, and at the same time, by whatever persuasion, educational device, or whatever other means may be available, an appreciation in those countries of possibilities and an alignment of their forces to accomplish those things which are possible and yet not possible unless governments and understanding are alined to make the most use of what is available.

I think that is as much of a statement as I have, unless there are questions.

Mr. MORGAN. Is FAO headed by an American now?

Mr. CARDON. Yes; Mr. Norris E. Dodd, who formerly was Under Secretary of Agriculture in this country.

Mr. MORGAN. How long will his term be?

Mr. CARDON. I think the term of tenure is 2 years, and he is now in his second year. The Deputy Director General is Sir Herbert Broadley, of Britain. Various divisions are staffed by persons of different countries. The Economics Statistical Division is headed by Dr. H. R. Tolley, an American; the Agricultural Division has been under Dr. Ralph Philipps, Acting Director, who is an American, but on September 1 a Dr. Whalen of Switzerland is to be Director. He was in charge of the food program in Switzerland during the war and did an excellent job, and I have known him and I believe he will do a remarkable job for FAO.

The Nutrition Division is under Dr. W. R. Akroyd, who is a Britisher with much experience in India. The Forestry Division is under Marcel Leloup, of France, and the Fisheries Division under D. B. Finn from Canada. Distribution is under F. B. Northrup, an American; and Rural Welfare is under H. Belshaw, of New Zealand.

The staff of the various divisions is comprised of what I would regard a reasonable distribution of competent people from different countries. They have a fair headquarters staff but a good many of their workers are in regions in various parts of the world as field workers.

Mr. MORGAN. I understand the meeting this year is to be in November.

Mr. CARDON. Yes.

Mr. MORGAN. Where is that meeting to be held?

Mr. CARDON. In the United States, in Washington, on November 21. It was scheduled for Habana, but as a result of a conference recently held in Paris, it was determined that Cuba probably could not provide the necessary financing of it and the organization did not feel warranted in drawing upon its funds for covering the expense that would be over and above what would be possible by holding the conference in the United States, so it was decided to have it here again, although it was here last year also.

Mr. MORGAN. Do you think that the Point Four program will be taken up in this conference which is coming up in November?

Mr. CARDON. I have no way of being certain, but it is my impression it will be discussed at this conference.

Mr. MORGAN. I should think that the Point Four program would fit in well with FAO.

Mr. CARDON. They have given a considerable amount of attention to the possibilities of developing their program should such supplementary assistance become available, and they have projected a program of development which would lend itself to the Point Four program. I think they have given very thoughtful consideration to it. I have seen the projection of their program and while it would not be much different from what they have, because from what I have said it is quite apparent they are dealing with those things which are already recognized and will always need to be recognized as basic in agriculture and food production, but I think an expansion program would make it possible for them not only to expand, but to make possible a more effective organization with greater concentration upon some of the more obvious needs than is possible under their present budget limitations.

Mr. MORGAN. Do I understand that the FAO only has two centers established now, one in Cairo, Egypt, and one in Rome?

Mr. CARDON. They have a Far Eastern one in a stage of development at Bangkok, and in the Middle East, in Cairo.

Mr. MORGAN. There are none in the Latin-American countries?

Mr. CARDON. They have a forestry one started there at Rio, but it has not fully materialized as an FAO regional headquarters, as I understand it, although I feel certain that the Latin-American countries will be interested in having it in that proportion.

Mr. MORGAN. In yesterday's Evening Star, there was an editorial on Mr. Dodd called the Dirt Farmer. It commended him for using good American common sense in establishing some of the work of FAO. Did you read the article?

Mr. CARDON. Yes, sir.

Mr. MORGAN. I was particularly interested in some of the accomplishments of FAO listed in the editorial, particularly the one that quoted the use of the Japanese galvanized rice cultivator in India, that was obtained through FAO channels. This would greatly increase their rice production. It went on to quote that FAO has established an institute on poultry diseases in China that did a lot of good. It also quoted the instance of the hybrid corn in Italy that you mentioned.

Mr. CARDON. Yes, sir.

Mr. MORGAN. I think illustrations like that in our report would greatly help us on the floor.

Are there any questions?

Mr. CARNAHAN. I was very much interested in your statement with reference to the comparison of nutritive values of foods as grown in different sections of a country.

Do you mean, taking rice, for instance, that rice produced in one section of the world may have a different nutritive value to that produced in another?

Mr. CARDON. Your question is a little difficult with rice. It would depend on the degree to which it was processed in polishing, and so forth. Nutritive value would vary not so much with differences in the factors affecting production itself as with the factors related to the handling or processing in the case of rice, but there are a number of the protective foods that are modified by the handling. Some are bleached, for example, before they are used, whereas others retain their green condition which has, the nutritionists tell me, a different nutritive value. While we have some reason to feel that there is a difference in nutritive value of foods produced on different soils under different climatic conditions, I do not feel that we have a sound basis for saying exactly what those differences are.

I think that we have enough leads to indicate there are differences, but I believe it is going to take more research and factual determination before we can make a broad statement on that.

Mr. CARNAHAN. Well, of course, our own agricultural research workers in this country are studying that problem carefully at the present time.

Mr. CARDON. Yes sir, we are engaged in it.

Mr. MINOR. There is one other FAO activity that I would like to mention, and that is in 1946 a special emergency conference was held on food, when it was apparent that many countries of the world were going to be—

Mr. MORGAN. Was that the world food conference?

Mr. MINOR. It was held here in Washington, called by FAO, and as a result the International Emergency Food Council was set up. The council had a great part in apportioning foods following the war and undoubtedly saved many lives and possibly some nations during that period. The emphasis has shifted from one of trying to divide up short supplies of food and fertilizers and similar things to where some surpluses are developing, and they are now interesting themselves in studying ways of utilizing the large production that we have in certain commodities and can no doubt make a real contribution in this field.

Mr. MORGAN. I think that is a very good point.

Mr. CARNAHAN. Is the matter of food as much a matter of ability to produce the food the world needs, or the problem of the proper distribution of the food when it is produced?

Mr. MINOR. It requires both. Neither is effective without the other.

Mr. CARNAHAN. Is there actually a shortage in the food supply of the world at the present time?

Mr. MINOR. Yes; if you take the people of the world and what they need for reasonably adequate nutrition. FAO has been working on a world food study, which does indicate that there is a shortage of food

in the world. Even if all the food we now have were distributed in the best manner possible, there still would be people who would be needy.

Mr. CARNAHAN. Then you are not confronted with the possibility of surpluses of food?

Mr. MINOR. Not from a world-need standpoint. The budget of FAO has been \$5,000,000, but as was pointed out yesterday, approximately 7 percent of that was to come from nations that it was thought would come into the organization but have not done so.

Mr. MORGAN. Do I understand that budget was a fixed figure of \$5,000,000 for 4 years?

Mr. MINOR. No; it is subject to revision each year, but it has not been changed thus far and actually the budget has been in effect, a \$4,600,000 budget rather than a \$5,000,000 budget. Of that, the United States under the limitation pays \$1,250,000, which is 25 percent of the \$5,000,000, or 27.1 percent of the effective budget.

We feel that the proportion that we are paying is desirable. In other words, if we paid a larger proportion in the long run than 25 percent or 27.1 percent until additional nations come in and can make up the difference, we would be going beyond what would probably be good for the organization. We are handicapped in negotiations in the organization by the \$1,250,000 limitation, because with the need in the fields of activity that Dr. Cardon has outlined, it is obvious that they cannot take \$5,000,000 and do the job that really ought to be done. We would like to be in position to expand as other nations are willing and can make increased contribution to the work of the organization.

That expansion will not be rapid.

Mr. CARNAHAN. You would like for us to keep about the same percentage of contributions?

Mr. MINOR. Yes; but be able to go along with them in expanding the scope of the organization as the other nations are able to and as the need presents itself.

So far we have been able to prevent a budget which was in excess of the amount that we were authorized to pay, but nations are going back home and saying: "We do not have an opportunity to really consider this matter because of the limitations of the United States, and unless we can carry the increased load ourselves, the United States has set the budget at \$5,000,000."

Mr. CARNAHAN. What percentage do we pay?

Mr. MINOR. We pay 25 percent of the \$5,000,000, or it is actually 27.1 percent of the \$4,600,000, which is really the effective budget.

Mr. MORGAN. We are in an unusual position here. On these other international organizations, the budget meetings have already been held. The budget meeting this year for FAO, I understand, will not be discussed until your November meeting. What percentage could you submit here that you are going to need in the way of budgetary figures?

Mr. MINOR. That would be very difficult to say at this time, and I think that any increase would not be large. I think that if we can maintain our position on the share of our contribution—and I anticipate we can—that the increases will be rather gradual. I believe that lifting of the limitation, as was recommended by the State Depart-

ment, in which we fully concur, would not cause us any difficulty in that regard.

Mr. MORGAN. Of course, in the executive communication that was issued, it would strike out the figure of \$1,250,000 and insert "such sums." With these other international organizations, we have arrived at dollar values. What would be a satisfactory budgetary figure for FAO this year?

Mr. SANDIFER. You will remember, when Dr. Judd raised the question yesterday of a specific ceiling rather than removing the ceilings, we made the point that, if you were talking in terms of a new ceiling, it would not be wise nor desirable to consider such a ceiling in terms of fixing it again at the exact figure that the present budget stands on, as there should be enough flexibility that we would not have to come back soon to this committee again. At the same time we have the problem of fixing it at a reasonable figure.

There was a suggestion yesterday with respect to the WHO that the exact figure on the basis of the budget would be \$3,080,000. Dr. Judd, I believe, had introduced a bill previously at \$3,000,000. It was pointed out that \$560,000 of that was a contribution to the working-capital fund, so it was suggested in the course of the hearing yesterday that you might make a provision for \$3,000,000 as a ceiling and for \$560,000 as a contribution to the working-capital fund.

That will allow some margin in the actual ceiling and we indicated that that sort of a proposal, if you are talking in terms of a specific ceiling, would be acceptable.

Now, I think the same principle should be applied to the other organizations. In the case of the ILO, the actual budget for the coming year involves an increase in the United States contribution of something like 175 or 180 thousand dollars, but we would feel, on the basis of our evaluation of the nature of the programs of the organizations, that both in the case of the ILO and FAO you should think in terms of a somewhat comparable ceiling, not in the same dollar figures but proportionate. I should think that you could proceed on such a basis as that rather than on the basis that you do not know what the exact dollar budget of the FAO will be.

We know that, on any reasonable basis, unless there is an air-tight control on the top of the budget, there would be some expansion in the budget, provided, as Mr. Minor has very well pointed out and emphasized, that other countries are able to pay their share of the increased cost, so we think the percentage proportion which the United States contributes should be maintained at 25 percent, temporarily at 27.1 percent, but that the dollar figure that you fix here, if you are going to act in terms of fixing a new ceiling figure, should be large enough to allow for some expansion as the program warrants it and if the other countries are able to pay the dollars to pay their share.

Mr. CARNAHAN. How do your percentages ordinarily run? Are they fairly comparable in the different organizations?

Mr. SANDIFER. No; there is a variation in them because these organizations were established at different times. In the case of the ILO, the organization is a prewar organization and as I pointed out awhile ago, our percentage is low. It had been 18½ percent, approximately, and has now been raised to 22 percent.

Mr. CARNAHAN. Are there any organizations where there is any justification for major change in our percentage contribution?

Mr. SANDIFER. We are definitely trying to get, in the WHO, a reduction in our percentage, which this year was 38.54 percent, and the last conference reduced it to 36 percent of the total. We have been urging the acceptance of a standard of 25 percent. The organization took tentative action at this last session to set 33½ percent as the normal ceiling for the United States. We are still maintaining that it should be reduced below that amount.

Mr. CARNAHAN. I was driving at this: I believe if we could show the membership of the House that an increase in the contribution was not an increase in percentage, but merely an attempt on our part to keep up with the demands of other nations for the services of this particular organization, it would be helpful.

Mr. SANDIFER. I think you can be fully justified in doing that, in the case of the WHO; and the same argument can be made generally in the others. Of course, what we are endeavoring to do, and with success, is to get a reduction in our percentage contribution in all other organizations where it is now high.

Mr. MINOR. It may be difficult to get an exactly uniform percentage because of the difference in the nature of the problem.

Mr. CARNAHAN. I understand that.

Mr. MINOR. In other words, I mentioned in the case of agriculture, two-thirds of the world's people are depending on agriculture. That certainly is not the case in the United States. That means that the agricultural employment in many other countries is very high.

Mr. CARNAHAN. But in the production of agricultural commodities the United States, I presume, would rank quite high?

Mr. MINOR. Yes; and in the technical knowledge which is so badly needed in many of the other countries, and that gets us to the problem that FAO is still considering the location of its permanent headquarters. The temporary headquarters have been located here in Washington, but its permanent headquarters site has not been determined. It is expected that decision will be made at the November meeting.

I hope that your committee will be able to consider very soon the proposed legislation on the FAO site, because it is of extreme importance to the organization in most effectively carrying out its responsibilities. The ability to draw on the technical knowledge of the people of the United States effectively, which is not a matter of dollars but a matter of knowledge, is quite important.

Mr. MORGAN. I think this subcommittee looks with favor upon adjusting these ceilings to help our delegates in their conferences, but I am somewhat confused with FAO.

Mr. MINOR. I can see your problem, but last November if we had not had the late Mr. William A. Jump, who was budget officer in the Department of Agriculture for 35 years or more, to take the lead for us it is entirely possible that the United States would have been called upon to assume an increase at that time. We have gone on the basis of staying with the limitation. I know you cannot always do that.

I just wonder if it would be good business to have the organization, in effect, determine the amount and then come to us and ask, "raise your limit to meet this figure." I do not believe that we will have serious trouble in FAO if there were no limit. I think the budget would still be kept in reasonable bounds. I do not anticipate rapid increases at all, but if you did not see your way clear to remove the limit, I think

that a figure such as was mentioned, of \$2,000,000, which would enable us to go to an \$8,000,000 budget, might take care of it for several years.

Mr. MORGAN. You mean similar to what we have drawn up here in the subcommittee print?

Mr. MINOR. Yes. I think that would take care of it for several years. I think it might be easier in our negotiations if we simply had "such sums," but it would work either way.

Mr. MORGAN. If we went to the floor with the figure 25 percent, or the words "such sums," I do not think we would get anywhere, because the blank-check theory has gone. We would have to have a fixed-dollar figure. Is that your opinion, Mr. Carnahan?

Mr. CARNAHAN. Yes.

Mr. MINOR. We could operate with the \$2,000,000 all right, and for 3 or 4 years that would probably take care of the expansion because that would permit a budget of \$8,000,000, with the United States carrying 25 percent of it, and I do not believe that the expansion will be any more rapid than that.

Mr. CARNAHAN. How about your so-called working capital? Are you still making a yearly contribution to that in FAO, or is that up to par?

Mr. MINOR. They have a fund which is meeting that need at the present time. We do not have that situation.

Mr. CARNAHAN. None of this appropriation is a contribution to the working capital?

Mr. MINOR. No sir. That is for operations in carrying out the program.

Mr. MORGAN. Give us some of the percentages of some of the other members of FAO.

Mr. MINOR. Based on the \$5,000,000, which is what we look on as the better percentage, the United States 25 percent, the United Kingdom has 14.7 percent, which is the second highest, China 6½ percent, 5.69 for France, 4.25 for India, 3.80 for Canada, 2.60 in Brazil, 2½ percent for Australia. I could go on with others.

We have a minimum contribution of five-hundredths of 1 percent of the budget.

Mr. MORGAN. Did Russia take part in this organization?

Mr. MINOR. Russia did not come into the organization. The Russian delegation was at Quebec fully ready to participate in the organization and each day expected the necessary papers and word to go ahead, but they did not come and they are not participating.

Mr. MORGAN. How about Czechoslovakia, Poland, Bulgaria?

Mr. MINOR. Poland and Czechoslovakia are members. Bulgaria is not.

Mr. CARNAHAN. Yugoslavia?

Mr. MINOR. Yugoslavia is a member.

Mr. MORGAN. Is Argentina in the FAO?

Mr. MINOR. Argentina has had observers at some of the meetings, but has not joined the organization. There are at the present time 58 member nations.

Mr. MORGAN. In your 1948 fiscal year, what was the percentage of your contributions? Did you collect? Did everybody pay?

Mr. MINOR. In the 1948 fiscal year, which is the calendar year for FAO, as of last June 30, 87.55 percent had been paid, and as of the

same date, for the first financial year we had a little over 98 percent, the second year, 94.7, and then the 87.55 for 1948.

You might be interested to know that for the year 1949, 50.8 percent had been paid in as of June 30. For some of the nations it is just beginning the fiscal year, which would cover this period.

Mr. CARNAHAN. Do you anticipate that downward trend further?

Mr. MINOR. No; some are catching up these back amounts. The reason the earlier years are higher is they are catching up those early amounts. For example, as of June 30, there was \$130,000 that had come in from Brazil that had not been credited, which might be credited to this year, but it apparently was for credit to the second financial year, or 1947, and if so, that is a third of the 6 percent deficit that is outstanding on that year.

Mr. MORGAN. Did that include our contribution?

Mr. MINOR. The 50.8 percent paid this year, included half of the United States contribution. One of the problems for last year is that the Chinese contribution is slower than usual. If that were up to normal, the 1948 year would be in line.

Mr. MORGAN. You have no hopes of getting the Chinese contribution now, do you?

Mr. MINOR. I would not be able to tell you on that one.

Mr. CARNAHAN. It is quite a sizable contribution.

Mr. MINOR. The Chinese contribution is \$325,000, sir.

Mr. CARNAHAN. Percentagewise.

Mr. MINOR. Percentagewise, it is 6½ percent.

Mr. CARNAHAN. It is one of the larger ones?

Mr. MINOR. It is the third largest assessment.

These collections are very good, as you will note—but one of the problems is dollar shortages in some countries, and as those can be overcome, payments will be coming in.

Mr. CARNAHAN. Are the payments all made in dollars?

Mr. MINOR. Payments have been made in dollars. They have been trying to work out a procedure to utilize some of the payments in other currencies, but the extent to which that has been found feasible thus far has not been great.

Mr. MORGAN. You feel definitely, then, that the figure of approximately \$2,000,000 dollars would cover your need.

Mr. MINOR. For the next few years.

Mr. MORGAN. Do you have any further questions?

Mr. CARNAHAN. I have no further questions.

Mr. MORGAN. I think that is all we need. Thank you.

I would like to hear from Mr. Robbins.

STATEMENT OF ROBERT R. ROBBINS, ASSISTANT CHIEF, DIVISION OF DEPENDENT AREAS AFFAIRS, DEPARTMENT OF STATE

Mr. MORGAN. We know very little about this South Pacific Commission, so just give us a short discussion as to the functions and purpose of this organization.

Mr. ROBBINS. Sir, I believe the committee has been provided with a general statement. This Commission grew out of the Canberra Conference, which was convened in Australia in January-February, 1947, of the six governments which are now members of the South

Pacific Commission. They are Australia, New Zealand, France, the United Kingdom, the Netherlands, and the United States.

The purpose of the Commission is to promote the economic and social welfare of about 2,500,000 inhabitants who live in the non-self-governing territories east of and including Netherlands' New Guinea, across the Central Pacific and south of the Equator. The South Pacific Commission is composed of two Commissioners from each government, and there are also two alternate Commissioners who attend the Commission meetings when the Commissioners themselves are unable to attend.

The Commission has two auxiliary bodies, one is the South Pacific Research Council, which is a body of experts meeting annually to advise the Commission on the needs of the area as a result of their deliberations. The second organization is the South Pacific Conference, which meets once every 3 years. That Conference will be held for the first time in 1950 in Suva, Fiji, and it will be composed of representatives of each of the 15 non-self-governing territories, two representatives from each territory within the scope of the Commission.

The United States senior Commissioner on the South Pacific Commission is Prof. Felix M. Keesing, professor of anthropology, Stanford University. It may seem extravagant to make a statement of this sort, but he is perhaps as knowledgeable as any man with regard to more areas in this general part of the world than anyone else, and I believe the United States is fortunate in having him to head its delegation on the South Pacific Commission.

The South Pacific Commission's last meeting was held in May, and at that meeting not only were the details finally worked out in connection with the move of the Commission to its permanent headquarters in Noumea, New Caledonia, but the Commission also adopted at this third session a research program which sets the character in its efforts to obtain its objectives as those objectives are defined in the South Pacific agreement. It is at this stage that the Commission is able to assess its needs and what its requirements are in order to fulfill the objectives which are set forth in the agreement.

Mr. MORGAN. What is the yearly appropriation for the South Pacific Commission?

Mr. ROBBINS. The South Pacific Commission is in the same predicament as these other organizations. The United States contributes 12½ percent of the total budget, according to the terms of the agreement.

Mr. MORGAN. What is the total budget?

Mr. ROBBINS. The total budget as voted at the last meeting of the Commission, with the United States abstaining, was \$333,089. The United States legislation provides for a ceiling to the United States contribution of \$20,000, which, if adhered to, would put a ceiling of \$160,000 on the Commission itself.

At the second session, the United States abstained from voting because the figure was above the \$160,000 ceiling, and in a like manner at this present meeting it abstained from voting.

Mr. MARSHALL. I would like to make a statement. I recall the circumstance in which the \$20,000 ceiling was written into the act. The bill authorizing our membership in the South Pacific Commission came before the Committee on Foreign Affairs in July, as I recall, of

1947, during the Eightieth Congress, and the committee's attitude at that time was very strongly in favor of writing in ceilings on the organizations in which we participate. It was recognized at the time that \$20,000 was purely for the preparatory stage of this Commission, that at some later time the Commission would be set on a full and permanent basis and the figure would have to be raised.

The committee acting in executive session, I believe, as clearly will be shown by the record, acted with the supposition that there would have to be further legislation on this, but that they wished to review the scope and nature of the activity of this organization after it got going, and did not want to consider it fully on the purely preliminary basis that was then available to it. At that time, the only precise figures that could be written into the legislation was the \$20,000 which was necessary for the preliminary stages.

Mr. CARNAHAN. There are how many members?

Mr. ROBBINS. Six.

Mr. CARNAHAN. We are contributing 12½ percent?

Mr. ROBBINS. Yes.

Mr. CARNAHAN. Who is making the big contribution right now?

Mr. ROBBINS. Australia contributes 30 percent, the United Kingdom, Netherlands, and New Zealand each 15 percent, and France 12½ percent. This is based on a formula which contains principally three factors: number of inhabitants covered by the agreement, national income, and the benefit to be derived from participation in the Commission.

Mr. MORGAN. The Philippines are not a member?

Mr. ROBBINS. They are not a member; no.

Mr. MORGAN. Since their independence, they have not made any effort to become a member, have they?

Mr. ROBBINS. There has been no suggestion of that.

Mr. MARSHALL. They are pretty remote. This is way down south of the Equator and directly east of Australia and probably north and west of New Zealand. Is that about the area covered by this activity?

Mr. ROBBINS. Well, it is all the area, all the islands south of the Equator, except several Chilean islands and the islands of Ecuador, southward to New Zealand; that is clear across the South Pacific.

Mr. MARSHALL. It runs that far over?

Mr. ROBBINS. Yes, sir.

Mr. MORGAN. Are there any further questions?

Mr. CARNAHAN. Not at this time.

Mr. MORGAN. What would be our share of the total budget for 1949? Twelve and one-half percent would amount to what?

Mr. ROBBINS. Forty-one thousand six hundred and thirty-seven dollars, I believe.

Mr. SANDIFER. I think the amount actually assessed to us was \$32,000, was it not, on account of some reduction in the actual amount of the assessible budget, although the actual operating budget was \$333,000?

Mr. ROBBINS. That is right, sir.

Mr. SANDIFER. So that our share in dollars was \$32,370. This, again, is a little bit similar to the FAO, but not on as large a scale, and I say not entirely comparable; but here again the organization is quite young and, as Mr. Marshall has correctly pointed out, the figure of

\$20,000 was fixed at a time when we did not know what amounts or what pattern the organization would take.

It would be reasonable to assume that the budget over a continuing period of years would be somewhat higher than the present \$333,000 budget. Probably if you made a guess at this or a reasonable estimate on the basis of the nature of the activities of the Commission and the prospective projected activities, that a budget of \$500,000 ought to carry the Commission for some period of years, because it is a small, modest organization largely of research functions that it is carrying on, and it will never have a budget that is large.

There are only six members and it deals with this comparatively small group of island possessions in this area, so that since you raised this question with respect to the FAO, that is the reason I mentioned this situation here.

Mr. MORGAN. Who is the head of this Commission?

Mr. ROBBINS. Mr. William D. Forsyth, the secretary general. He was formerly the counselor of embassy at the Australian Embassy here in Washington and has served on Australian delegations to the United Nations while being assigned in this country.

Mr. MORGAN. Have they met this year as a Commission?

Mr. ROBBINS. The Commission has met once this year, in May.

Mr. MORGAN. Do they have another meeting scheduled for this year?

Mr. ROBBINS. The next meeting will be held in October, at Noumea, New Caledonia, the headquarters of the Commission.

Mr. MORGAN. Is that the permanent headquarters?

Mr. ROBBINS. Yes, sir.

Mr. CARNAHAN. Just what is the work of this organization?

Mr. ROBBINS. I think perhaps that I can give you some indication by indicating first the set-up of the permanent organization which includes a secretary general and his deputy, the secretary general being an Australian, and the deputy being a New Zealander; these various posts are divided among the various nationalities. Then there are four principal officers of the permanent staff; one has the title of the deputy chairman of the research council, and the other three posts are the senior posts in health, economic development, and social development. Those officers are called the permanent members of the research staff. They do not only direct the research in those fields and head the associate members of the research council in those particular fields when they meet, but they also outline the projects which are submitted to the Commission for its deliberation and they take whatever action the Commission may decide upon in implementing the results of the project, to assure the carrying out of these projects.

Mr. MARSHALL. I think there is a point to his question that goes beyond what you described. You cannot go on the floor of Congress and say we want some money to have some commissioners and to give advice and to collect some information. What is the impact of this organization in some concrete way? What has this done? How has it affected some people's lives?

You mentioned two or three activities of it. What precisely has been accomplished besides having meetings, besides gathering information, besides advising governments?

Mr. ROBBINS. I appreciate that question, and it must be realized, I think, that in view of the short period under which the Commission

has been set up thus far, it is pretty hard to show results, but I would like to refer to the projects.

There are a number of projects set out in these three fields which I mentioned—health, social development, and economic development. Some of these require expenditures, some do not. If I can refer to those for health, one project in health is for the improvement in extending and collecting and disseminating of epidemiological intelligence for use, using temporarily facilities of the South Pacific Health Service in Suva. In other words, through that project and obtaining the United Kingdom's agreement, the services of the South Pacific Health Service in Fiji become generalized to the whole area.

Project 2, still in the health field, is research in the preparation of suitable infant food during the weening period, food to be prepared safely under village conditions, using the staples of the community which are available so that you would not have to call on the outside for products.

Project 3 is appointment of a special team to compare the methods used in tuberculin tests.

A fourth project in the field of health is liaison with territorial administrations on filariasis and elephantiasis problems and research work to determine what further specific investigations are needed with regard to these diseases. Filariasis is one of the scourges of the South Pacific. The problem has been attacked in one way by the French in Tahiti and by the United States in another way in American Samoa. It is an interesting business that you cannot, at the end of 3 months, determine what your results are in filariasis research, but after checking the tests over a longer period, you can then draw some conclusions with regard to steps of control. The South Pacific Commission is attempting to bring together the various methods of attacking the filariasis problem so that the results obtained therefrom can be generalized throughout the area.

Mr. MORGAN. Would that medical program in the Commission overlap any work of the WHO?

Mr. ROBBINS. The Commission agreement provides that there shall be appropriate relationships with the specialized agencies, the UN and its special agencies, and every attempt is made to utilize the services of the specialized agencies where they apply, although there is not an organic relationship between the United Nations and the South Pacific Commission.

Mr. CARNAHAN. What was that? This organization is not directly connected with the United Nations?

Mr. ROBBINS. It is not directly connected with the United Nations.

Mr. MARSHALL. Am I correct in this statement? We are in this organization because we have a special responsibility which I might term an imperial responsibility, because we own certain islands in that area, and we have certain peoples in that area who are wards of ours as a sovereign Nation. We have a responsibility toward them, which is distinguishable from our responsibility as a sovereign Nation among other sovereign nations dealing through the WHO.

Mr. ROBBINS. That is correct.

Mr. CARNAHAN. Who is largely responsible for the formation of this organization? What country?

Mr. ROBBINS. The impetus came from Australia primarily and New Zealand, and their desire, I think, to help the peoples of the non-self-

governing territories in this part of the world was very sincere at the time that that conference was called. I think that desire is evidenced by the interest which they have shown since in trying to make this organization operate successfully.

Mr. MARSHALL. I wonder if I could cut in and try to draw another general relation from what you have said, Mr. Robbins. Anyone who has been around the Pacific islands is familiar with the tremendous factor of remoteness. You have people on little islands that are almost inaccessible through their own resources from any other island. Yet, they have tremendous social problems and tragic medical problems. They have economic problems that are really desperate problems when you see them close up.

There are common factors in all the problems among all these islanders and certain solutions might be found in one island that 2,000 miles away, unless there was a special agency set up to gather the information and experiences of all these places, and sift them out and find out what is valid for all the rest of the area, unless a special organized effort is made to do it, these people in these remote island places would continue to work out their problems without knowing what is going on anywhere else.

This organization attempts to make a special effort to bring the tremendous intervals of distance closer together.

Mr. ROBBINS. That is certainly true and well brought out in Ambassador Sayre's statements before the Trusteeship Council last week when our report was made on the Trust Territory of the Pacific Islands.

Mr. MARSHALL. You look at these islands on the map and you think they are close, but if you travel from one to another you find that they are terribly far apart.

Mr. ROBBINS. It is 2,600 miles from Noumea to Tahiti.

There is another aspect mentioned many times which is that even though these areas are widely separated, they are not so widely separated that an airplane flying from one place to another does not provide just the exact or almost the exact incubation period for disease, and it makes the islands themselves, as well as countries far removed like ourselves, much more vulnerable than ever before.

Mr. MORGAN. Are there any other questions?

Mr. CARNAHAN. No.

Mr. MORGAN. That is all, Mr. Robbins.

Mr. ROBBINS. Sir, here is a letter of last month from the Senior United States Commissioner to the President on the results of the last meeting of the South Pacific Commission and the predicament of the United States in having to abstain at the last meeting and pointing out to the President what his position has been. I would like to leave this with the committee if you would care to have it.

Mr. MORGAN. This can be inserted in the record.

(The letter referred to is as follows:)

DEPARTMENT OF ANTHROPOLOGY,
STANFORD UNIVERSITY,
Stanford, Calif., June 25, 1949.

The PRESIDENT,
The White House.

MY DEAR MR. PRESIDENT: I have the honor to report that the third session of the South Pacific Commission was held at Noumea, New Caledonia, from

May 7 to 17, 1949. I attended the session as United States senior Commissioner and Mr. Orsen N. Nielsen, consul general at Sydney, Australia, attended this meeting as Acting Commissioner.

A report of the third session, prepared by the United States Commissioners, has been forwarded to the Secretary of State and the proceedings will be published shortly.

In my opinion the third session was a most interesting one in retrospect, but perhaps the most difficult and strenuous one the Commission will ever experience. A plethora of short-term problems relating to the permanent headquarters at Noumea and organizational matters were dealt with satisfactorily. It was a successful meeting in that the Commission has initiated action on projects which will fulfill its objectives. Although the United States delegation has cooperated fully in the formulation of the Commission's program to date, for the last year it is the only delegation which has been obliged to abstain from voting on budgetary matters.

It is to be deeply regretted that the effectiveness of the United States participation in Commission meetings is greatly diminished owing to the statutory limitation imposed by Public Law 403 (80th Cong., 2d sess.). The United States contribution, according to the terms of the agreement establishing the Commission, is 12½ percent. In approving the agreement, the Congress authorized in the enabling legislation the amount of \$20,000. This figure had been suggested as being sufficient to meet the United States contribution to the working fund and for financing the Commission during the first year of its existence. The continuation of this amount as the limit upon the United States contribution to the Commission has fixed an unrealistic ceiling (\$160,000) which is not sufficient to implement the terms of the agreement. The other five member governments are apparently willing to undertake their full responsibilities in assuming an increased budget to insure a successful program for the inhabitants of the South Pacific area.

Under present circumstances the United States is unable to exercise its proper role which it should assume because of its capacity and responsibility for the conduct of international affairs. Although the executive branch of the Government is aware of the present budgetary difficulties in connection with United States membership in the South Pacific Commission, I feel that you should be informed of this unfortunate situation.

On behalf of the United States Commissioners, I wish to say that we are, indeed, mindful of your continued support and that which we have received from the Department of State and other agencies of the Government. We know that all of us who are concerned with the work of the South Pacific Commission share the hope that the Congress will take action during its present session to alleviate the present embarrassment of the United States Government in this regard.

Faithfully yours,

FELIX M. KEESING,

United States Senior Commissioner, South Pacific Commission.

Mr. MORGAN. I think, Mr. Sandifer, we have practically all we need now. We will go ahead. Could we meet next week in executive session?

Mr. SANDIFER. Yes, Mr. Chairman. I think we have covered the ground quite fully, and we appreciate very much the committee taking all this time and interest in going into the details of this program. It is of very grave importance to the organizations involved and to us in our participation in them, and we are very grateful to you for taking so much time.

Mr. MORGAN. I am sure the subcommittee looks with favor on adjusting your ceilings, and, as I said, we will go into executive session and submit the report to the full committee.

Mr. SANDIFER. We will be glad to supply any other information or assistance that may be useful to you.

Mr. MORGAN. Thank you.

(Whereupon, at 12:45 p. m., the subcommittee adjourned.)

(Submitted by American Federation of Labor:)

AMERICAN FEDERATION OF LABOR,
Washington 1, D. C., July 25, 1949.

THOMAS E. MORGAN,
*Chairman, Subcommittee of the House Foreign Affairs Committee,
House Office Building, Washington, D. C.*

DEAR CONGRESSMAN: As per our understanding of the other day, I am attaching a statement representing the views of the American Federation of Labor with regard to legislation to remove the limit on the United States' contribution to the International Labor Organization.

With best wishes, I am

Sincerely,

LEWIS G. HINES,
National Legislative Representative, American Federation of Labor.

STATEMENT OF LEWIS G. HINES, NATIONAL LEGISLATIVE REPRESENTATIVE OF THE
AMERICAN FEDERATION OF LABOR

The House Foreign Affairs Committee is now considering legislation to remove the limit on the United States' contribution to the International Labor Organization. Last year the Eightieth Congress passed legislation establishing a ceiling of \$1,091,739 on this country's contribution to the ILO.

Believing that continuation of this monetary limitation would seriously curtail the work of the ILO, the American Federation of Labor wishes to support legislation removing the ceiling. If the amount of this country's contribution is kept stationary, the ILO's total budget would be frozen at a certain figure.

This would mean a curtailment of the work of the ILO, since some fixed expenses of the organization will increase without any expansion of ILO activities. This increase in the cost of running the ILO is due in part to the constant rise in prices of goods and services used by the ILO, such as stationery, paper for printing, printing costs, traveling expenses, postal rates, costs of repair, rental of branch office buildings, etc. It is also due to the regular yearly increases in the salaries of the members of the staff whose work has been satisfactory. Like Federal Government employees, members of the ILO staff are given increases on a scale similar to the civil-service scale. The Director-General of the ILO estimates these expenses will amount to more than \$500,000 in the 1950 budget.

The budget for 1950 just voted by the general conference of the ILO meeting in Geneva is \$5,983,526, of which the United States share is \$1,269,867. The organization's budget for 1949 is \$5,215,539, of which the United States contributed \$848,057.

The 1950 budget reflects some increase in the ILO's activities, as well as the increase in the fixed charges mentioned above. In 1950 an expansion of the ILO's work in the field of manpower is planned. The ILO is proposing to extend the technical assistance it is now giving to member countries, particularly to the industrially undeveloped ones, in the establishment and operation of vocational training and apprenticeship programs. It is also proposing to increase its assistance to member countries in the establishment of public employment services, so that workers and jobs can be brought together. Another part of this same program is the ILO's work on migration in which it would help countries needing manpower to find the necessary workers in countries where there are manpower surpluses.

The ILO is already working on these problems. In Europe it has worked with notable success in the Marshall plan countries of western Europe. It has helped those countries in the solution of their problems of training, employment service organization and migration. It is proposing to expand this work in the less industrially developed areas of the world.

In addition to this work there are two programs in which the American Federation of Labor is particularly interested, and for which the ILO will require additional funds in 1950. The first of these is the inquiry into the existence of slave labor throughout the world, which the ILO will undertake in cooperation with the United Nations. This inquiry has been bitterly opposed by Russia and her satellites.

The other is an investigation of the infringement of trade union rights throughout the world. Both these investigations were proposed to the ILO and the United Nations by the American Federation of Labor.

Under the 1950 budget of the ILO, the United States contribution would be \$1,269,867—\$158,000 above the present monetary ceiling. This sum is the equivalent of 22 percent of the total contributions. Whereas this percentage is an increase over the 18⅓ percent the United States contributed to the 1949 budget, it is still substantially below the percentages contributed by the United States to the budgets of the other major United Nations agencies. The United States contributes almost 40 percent of the budget of UN, 42 percent of UNESCO, 40 percent of International Refugee Organization, 38 percent of World Health Organization and 25 percent of the Food and Agriculture Organization.

In view of all these considerations, the AFL feels strongly that the present ceiling should be removed in order to permit the ILO to carry on its work. The creation of the ILO in 1919 was due largely to the inspiration of Samuel Gompers, the first president of the American Federation of Labor.

Since the United States joined the ILO in 1934, the AFL has sent the United States labor delegate to the annual ILO conferences. Its representatives, along with the United States Government and employer representatives, have set on the ILO's governing body, which plans the work of the organization and prepares its budget. The AFL representatives at the recent conference, Mr. George P. Delaney, examined the budget in detail and voted in favor of it.

The American Federation of Labor, therefore, wishes to express its approval of the ILO's work and its budget by supporting legislation removing the present statutory limitation on this country's contribution.

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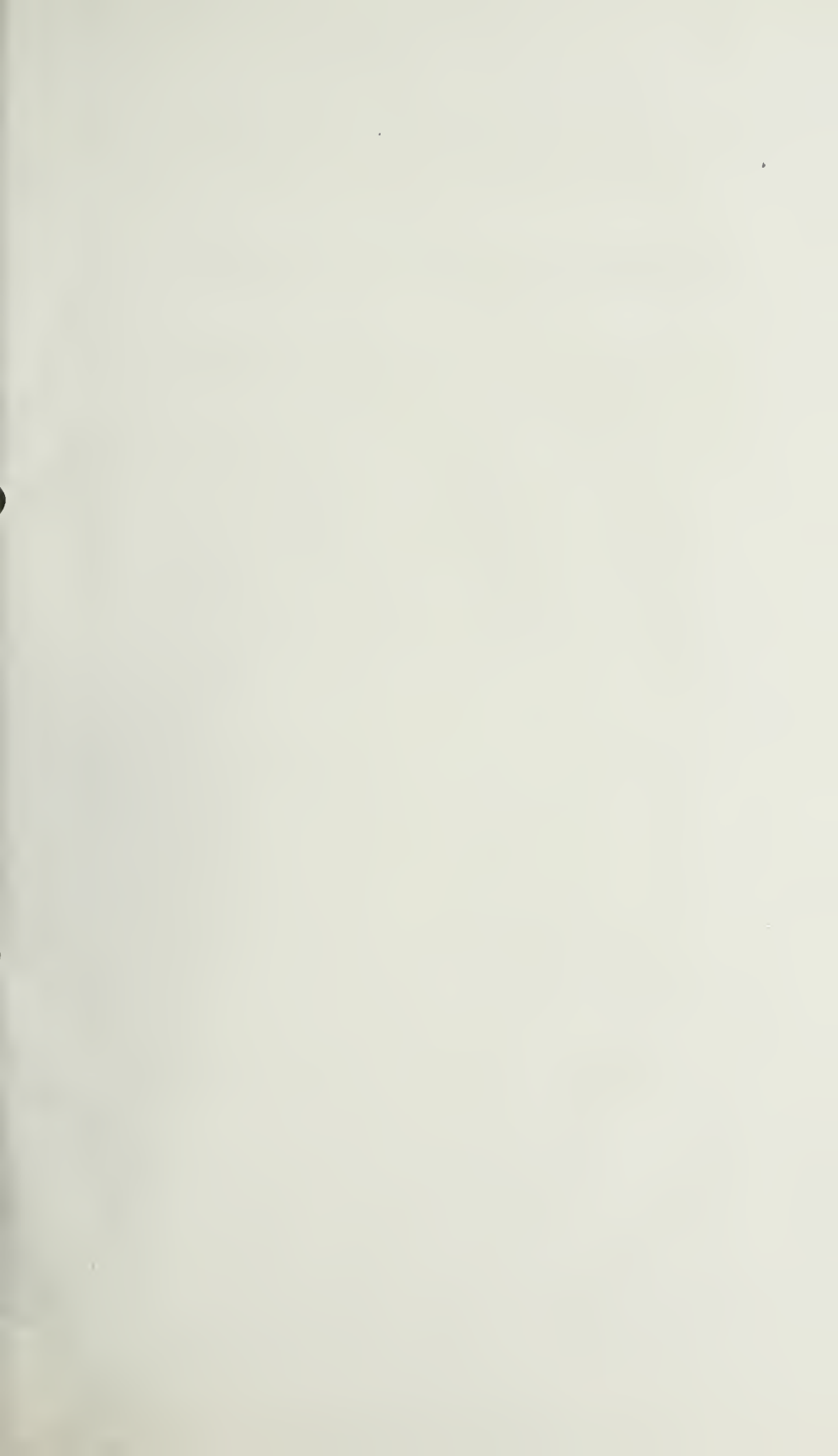
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AMENDMENT OF CERTAIN LAWS PROVIDING
FOR MEMBERSHIP AND PARTICIPATION
BY THE UNITED STATES IN CERTAIN
INTERNATIONAL ORGANIZATIONS

REPORT
OF THE
COMMITTEE ON FOREIGN AFFAIRS

ON

H. J. Res. 334

A JOINT RESOLUTION AMENDING CERTAIN
LAWS PROVIDING FOR MEMBERSHIP AND
PARTICIPATION BY THE UNITED STATES IN
CERTAIN INTERNATIONAL ORGANIZATIONS



AUGUST 11, 1949.—Committed to the Committee of the Whole House
on the State of the Union and ordered to be printed

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AMENDMENT OF CERTAIN LAWS PROVIDING FOR MEMBERSHIP AND PARTICIPATION BY THE UNITED STATES IN CERTAIN INTERNATIONAL ORGANIZATIONS

AUGUST 11, 1949.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. MORGAN, from the Committee on Foreign Affairs, submitted the following

REPORT

[To accompany H. J. Res. 334]

The Committee on Foreign Affairs, to which was referred the joint resolution (H. J. Res. 334) to amend certain laws providing for membership and participation by the United States in certain international organizations, having considered the same, reports favorably thereon without amendment and recommends that the joint resolution do pass.

I. THE ORIGIN OF THE LEGISLATION

The legislation here proposed grows out of a message from the Under Secretary of State to the Speaker dated February 28, 1949. The message included a draft of proposed legislation to remove the limitations on authorizations with respect to five international organizations—namely, the American International Institute for the Protection of Childhood, the Food and Agriculture Organization, the South Pacific Commission, the World Health Organization, and the International Labor Organization.

The communication was referred to the Committee on Foreign Affairs, the chairman of which referred it for study and recommendation to a special subcommittee consisting of Representatives Thomas E. Morgan, chairman, A. S. J. Carnahan, and Walter H. Judd.

The subcommittee held hearings on the substance of the message on July 21 and 22. The following witnesses appeared before the subcommittee: Dr. L. A. Scheele, Surgeon General, United States Public Health Service; Durward Sandifer, Deputy Assistant Secretary of State for United Nations Affairs, George M. Ingram, Acting Chief,

International Administration Staff, Office of United Nations Affairs, and Robert Robbins, Acting Assistant Chief, Division of Dependent Area Affairs, Department of State; Arnold Zempel, Office of International Labor Affairs, Department of Labor; W. A. Minor, Assistant to the Secretary of Agriculture, and P. V. Cardon, Administrator, Agricultural Research Administration, Department of Agriculture.

The subcommittee then considered in a number of sessions the problems raised by the executive communication. The questions considered were the following: (a) Whether an increase in United States contributions to the organizations concerned was justified; (b) whether, in the four instances for which an elimination of the limitation on contributions was sought, the procedure should be to accede to the Executive request or to establish new limitations taking into account the need for increased contributions; (c) whether the approach should be through one piece of legislation or through five individual items of legislation.

The subcommittee resolved in favor of keeping limitations on authorizations for all the international organizations concerned and in favor of treating with the problem in one item of legislation. This decision was concurred in by the full committee and appropriate legislation was introduced on August 4 as House Joint Resolution 334. The committee acted formally on this joint resolution on August 11.

In the course of its deliberations the subcommittee had considered not only the problems of the individual organizations but also some of the broader principles involved in United States participation in international organizations. These views were placed before the full committee and are now presented to the House as the committee's views.

II. THE RESPONSIBILITY OF THE CONGRESS

At the outset, it is well to set in proportion the volume of United States expenditures in the field of international organization. This can be done best by using the fiscal year 1949 as a basis. Appendix I of this report lists the amounts contributed by the United States in this field of activity in the year concerned. It will be noted that the grand total is \$128,734,489 and that the United States share of all scheduled assessments of the organizations concerned was 47.23 percent. Both figures are misleadingly high, however, if one is seeking to get the problem into permanent focus. For, of the total concerned, \$104,135,420 was spent on temporary operating agencies set up to meet specific exigencies resulting from international violence; and as to these activities, the United States proportionate share was 50.77 percent. Temporary organizations set up for administration of specific problems residual from the war or for study of specific economic or technical problems of passing character accounted for \$277,982, and the United States share in this category was 23.93 percent. With these expenditures aside, the total contribution of the United States to permanent international organizations may be set at \$24,321,087 for the year concerned.

The largest portion of this amount—\$22,210,257—went to the permanent organizations in the United Nations sphere. This figure represented 35.61 of their total assessed expenditures. Activities arising from this Nation's position in the American hemisphere accounted for \$1,889,996, and the United States proportionate share in this cate-

gory was 65.78 percent. The heading "Other international organizations" accounts for \$220,834. The United States share in this category was 20.65 percent. Within this group are listed two organizations relating to what might be called imperial responsibilities. These are the Caribbean Commission and the South Pacific Commission. The United States contributed \$149,602 to these. The others in the group are various agencies of a technical or legal character, accounting for \$71,232.

The figure \$24,321,087 represents about six ten-thousandths of the total expenditures of this Government in the fiscal year 1949. In relation to the Government's military expenditures in the same period, it stands in the ratio of 1 to 588. It stands as about 1 to 250 in relation to the Government's expenditures for foreign assistance for the like period.

In the determination of the fiscal position of the Nation, expenditures on permanent international organizations are thus a minor factor. This is not intended, however, to waive aside the importance of these expenditures or the necessity of considering them with a most critical scrutiny. To the contrary, these expenditures should be measured in accordance with principles of strict economy—not necessarily in the sense of economy which counts as lost every dollar spent, but rather in the sense of insisting that every dollar spent must be justified by results.

A principle on which all of the members of the subcommittee, and in turn of the full committee, agreed in the consideration of this legislation is that international organization and cooperation must be evaluated not as good ends in themselves but purely in terms of the concrete good that they accomplish. Bureaucratic organizations, whether in national or international activities, must justify their existence and win support by demonstrating actual human benefits. In the American philosophy of government, we look to public authority to do only the things that are beyond the reach of individuals and private groups, and we look to the central government to do only those necessary things that cannot be done by the local units of government. A parallel principle must apply to international as distinguished from national governmental activities.

We should look to international organizations to do only those things, desirable in terms of human benefits, which are beyond the reach of nations acting alone. International organizations, if permitted to flourish merely as a means of giving reassurance to those who relish international cooperation as a good in itself or as a means of providing employment for those who seek careers in international activities, will achieve little in the course toward peace and international friendship. If held to rigid standards of utility, however, international organizations can make an increasingly convincing demonstration to all men of the hope that lies ahead in the path of international cooperation.

The committee is cognizant that international organizations cannot properly develop in a financial strait-jacket. Their areas and levels of action must be determined dynamically. It is in the nature of successful organizations that they must in a measure determine their own limits of value and action. By the very fact of their operation in one period they will tend to transform situations so as to increase the

limits of their activity in subsequent periods. Thus growth is characteristic of success. Yet such development must be kept within bounds and made responsive to some standard. In the area of international government, there is as yet no central authority to impose and enforce such a standard. This task must fall on the governments participating, and the United States Government, as a principal participant, must maintain a continual alertness to the area and quality of activities carried on by international organizations.

So far, the members of the subcommittee and the Government witnesses appearing in the hearings were in complete agreement. The differences developed only as to the methods of keeping check.

With respect to the organizations concerned in this legislation the case of the executive was in favor of eliminating entirely the ceilings on the United States contribution as set in the respective public laws concerned. The arguments in favor of this approach were in summary as follows:

(a) The elimination of ceilings would strengthen the hands of United States delegates to the organizations concerned in negotiations regarding the size and allocation of operating budgets;

(b) Limitations on contributions are not contained in the authorizing legislation relating to the greater part of the international organizations in which the United States participates, and this circumstance has not resulted in any tendency within such organizations to impose extra financial burdens on the United States;

(c) The idea of fixed statutory ceilings on contributions runs contrary to the constitutions of many of the organizations, since the establishment of the budgets and the allocations of obligations are left to the autonomous control of the governing bodies of the organizations;

(d) The appropriation process alone provides a sufficient congressional check on the level of United States contributions to such international organizations.

These arguments are not lightly to be dismissed. Yet the subcommittee, and in turn the full committee, came to the conclusion that there were counterarguments of greater persuasiveness.

As to the first argument listed above, it should be pointed out that a ceiling allowing sufficient leeway is as comfortable to negotiate under as would be the case if the sky were the limit. The question involved in this legislation is not that of keeping international organizations in strait-jackets resulting from limitations arbitrarily imposed by the United States Congress. It is rather that the committee, and it is believed also the Congress, wish to review these organizations from the standpoint of substance at various stages of their growth. It must be kept in mind that there are questions of magnitude which are questions of quality. The difference between an organization expending relatively small sums in a particular field of endeavor and an organization expending huge sums is not simply a difference of arithmetic. It is likely to be a question of the underlying character of the organization itself.

A case in point is the World Health Organization. The statement of principles in its constitution reads:

Health is a state of complete physical, mental, and social well-being and not merely the absence of disease or infirmity.

The enjoyment of the highest attainable standard of health is one of the fundamental rights of every human being, without distinction of race, religion, political belief, economic or social condition.

The health of all peoples is fundamental to the attainment of peace and security and is dependent upon the fullest cooperation of individuals and states.

The achievement of any state in the promotion and protection of health is of value to all.

Unequal development in different countries in the promotion of health and control of disease, especially communicable disease, is a common danger.

Healthy development of the child is of basic importance; the ability to live harmoniously in a changing total environment is essential to such development.

The extension to all peoples of the benefits of medical, psychological, and related knowledge is essential to the fullest attainment of health.

Informed opinion and active cooperation on the part of the public are of the utmost importance in the improvement of the health of the people.

Governments have a responsibility for the health of their peoples which can be fulfilled only by the provision of adequate health and social measures.

The above principles applied within conservative limits in an international undertaking are capable of producing sound and salutary results. Applied limitlessly, they would lead to the usurpation of the police powers of the constituent governments. The whole character of the undertaking would be changed if the level of operations were pushed beyond a certain limit. This committee, alert to its responsibilities as the committee of the House having primary jurisdiction in matters of substance in foreign affairs, feels it would not be warranted—that it would not have met its responsibilities—if it were to recommend to the House that United States participation in the organization be underwritten as a final proposition, and that henceforth the grave questions of the level and scope of operations be dealt with purely as a matter of appropriations.

The suggestion that the desire of the Congress of the United States to review the substance of such organizations from time to time should not be interpreted as a weakening of the position of the United States delegation in negotiating about budgetary matters. To the contrary, properly interpreted, it should serve to strengthen them.

It should be understood, moreover, that it is not the disposition of the Congress so to limit the financial support of these organizations as to prejudice the effectiveness of their operations within their proper scope. This point was touched upon in testimony concerning the relation between the legal limitation on United States contributions and the work of the World Health Organization:

Mr. JUDD. Were you able to reassure those people who were inclined to interpret our reservation in the matter of funds as meaning a reservation of confidence that that was not what it meant on our part?

Dr. SCHEELE. I think basically we did. We made a strong effort to do that. We used the data on United States contributions to international activities * * * showing that there was in the United States and in the Congress and in our people * * * a really genuine interest in international affairs and specifically in international health affairs.

Mr. JUDD. And that our reservation did not mean a lack of concern for the organization; but rather a positive concern for the organization's welfare?

Dr. SCHEELE. Yes, sir.

Mr. JUDD. For a strong member to do too much is just as dangerous to that organization as for a strong, powerful member to do too little.

The last point deserves particular emphasis. One nation should not dominate an international organization. The question of cost is secondary. Of greater importance is the necessity of providing assurance of international cooperation in an actual sense. A sharing of support is essential to a sharing in the making of policy. For the

United States to be preponderant in the matter of support would inevitably tend to make the United States preponderant in guidance. No international organization should permit one nation to become so dominant in support that its withdrawal might destroy the organizations' activities; for, when such a situation exists, that nation will hold an implicit veto.

The committee was encouraged to learn that the United Nations General Assembly has subscribed to the principle that no nation should be required to pay more than a third of the expenses of activities connected with the United Nations. This has not been realized in practice, as yet, because of circumstances associated with the world dollar shortage. The United States has also consistently taken the position that its proportionate share of contributions to the specialized agencies should be revised downward, not simply on the basis of the dollars involved but on the basis of preserving the international character of the institutions. Putting aside the question of whether a third or some smaller fraction is the proper limit, the committee believes that the principle is a most necessary one. It should be emphasized anew that this is not a question of economy in the narrow sense—for surely a nation that has laid out many billions in foreign assistance is not susceptible to the charge of niggardliness. This is a question of economy in the broad sense that the allocation of costs should not be such as to impair the international cooperative character of the organizations concerned.

As to the second argument—that it has not been found necessary to impose ceilings on the enabling legislation respecting many international organizations in which this Government participates—it may be said that it is true in fact. Appendix II of this report presents a list showing the organizations regarding which such limits of contributions are imposed by statute. Many of the most significant international organizations are not on the list. It should be noted, however, that four of the five public laws concerned in this proposed legislation were enacted in the period following World War II which marked a great upsurge of activity in the field of international organization. What had formerly been a marginal area of interest quite suddenly became one of intense activity. With this growing importance, it became prudent, in the judgment of the Congress, to impose restrictions lest the activities defeat their own ends by exceeding the opportunity for usefulness. If the Congress had to do the job again, it might impose such restrictions on contributions to others among these organizations. That question is not at issue here, however.

The third argument involves the question of constitutional relations within the organizations concerned. This committee, however, does not understand that the constitutional relations within international organizations are to be considered paramount over constitutional relations within the member governments themselves. This committee feels that the constitutional system upon which this Government rests requires the interposition of the Congress as well as the Executive in the supervision on behalf of this Government of the operations of the international organizations of which the United States is a member, and that this supervision goes to the substance. It was pointed out in the hearings that other governments have in general not imposed such limitations. It must be emphasized,

however, that the United States is in a special situation, first, because of the principle of separation of powers in its Constitution and, second, because it alone among the nations, in the present state of the world's economy, is the one likely to be called upon to undertake the preponderant burden.

As to the fourth argument, it makes clear that the questions concerned are not purely Executive concerns after all. The field of negotiation involved in the determining of the course and scope of operations in international organizations in which this Nation participates is distinguishable from the field which the Supreme Court (in the case of *United States v. Curtiss-Wright Export Corp.*, 299 U. S. 304, 319) called—

the very delicate, plenary, and exclusive power of the President as the sole organ of the Federal Government in the field of international relations, a power which does not require as a basis for exercise an act of Congress * * *

It should be kept in mind that United States participation in such organizations arises not from inherent Executive powers under the Constitution but is in pursuance to laws enacted by the Congress. The Executive cannot bind the Nation in this field, because contributions to international organizations involve the power of the purse, and that power belongs to the Congress. Since the Executive necessarily must seek the approval of the Congress before executing a commitment to an international organization involving the expenditure of United States funds, the question becomes simply the question of whether the Executive is to seek congressional concurrence from time to time on the broad question of magnitude and then annually also on the question of the precise amount or only on the annual question of the precise amount alone.

A point bearing upon both the third and fourth arguments considered above involves the budgeting and allocation methods of some of the organizations concerned. The permanent organizations in the United Nations sphere generally follow the practice of fixing assessments by majority vote of the members at annual conferences. The exceptions are the Universal Postal Union and the International Telecommunication Union. In these each member government independently chooses its contribution level. As to the temporary agencies in the United Nations group, the International Refugee Organization constitution fixed the percentages of contributions among members. The United Nations International Children's Emergency Fund and the United Nations Relief for Palestine Refugees operate on voluntary contributions. Among the inter-American organizations, the Pan American Union is financed in accordance with a payment scale determined by the Council of the Organization of American States. The Pan American Sanitary Bureau uses the same scale. The Inter-American Radio Office is likewise financed in accordance with internally fixed scales of payment. The other agencies in this sphere generally are financed in accordance with formulas in their constitutions based upon various criteria. Among the other organizations the practice generally is that of having payment formulas in their constitutions. Space does not permit a detailed review of the variations among all the organizations. The committee is advised that this matter will be covered, however, in a forthcoming publication of the Department of State dealing with United States participation in international organizations.

The critical questions arise in connection with the organizations which have autonomous authority to determine the contributions of members. In the view of some, the fixing of a ceiling on the United States' contribution is an infringement upon the autonomy of the organizations amounting in effect to a reservation upon United States membership. The committee does not agree with this view. In any event, the constitutional difficulty is not removed by erasing statutory limits on contributions. There would still remain the necessity for the executive to seek the concurrence of the Congress in subsequent appropriations. An element of constitutional contingency would still apply to the matter of United States support. The American people have by their Constitution vested the authority over appropriations in their Congress. This authority has not been yielded or transcended under any act of participation in an international organization. The Congress cannot convey elsewhere its ultimate obligations in this matter. It is a principle inherent in our Constitution. It is just as well that this be understood explicitly by the other governments joining with this Government in international organizations.

Having resolved its attitude on the broad questions, the subcommittee, and in turn the full committee, turned to the specific problems of finding the proper levels to which to revise the existing limitations. In each case, the principle of utility was applied. The specific recommended limits are discussed below in the order in which the items occur in the proposed legislation. In each case the committee has attempted to develop the data upon which a practical defense of the newly proposed figures can be based.

III. THE CASE FOR THE AMERICAN INTERNATIONAL INSTITUTE FOR THE PROTECTION OF CHILDHOOD

Paragraph (a) of the joint resolution refers to the American International Institute for the Protection of Childhood. It would increase henceforth the limitation on the United States' annual contribution to the organization from \$2,000 to \$10,000. It would also authorize the appropriation of \$24,000 to cover the arrearage of the United States' assessed annual contributions for the period since July 1, 1946.

As historical background, the committee was told that the idea of this Institute originated with a resolution adopted at the Second Pan-American Child Congress, which met at Montevideo, Uruguay, in 1919, and that the statutes of the organization were drawn up at the Fourth Pan-American Child Congress, which met in Santiago, Chile, in 1924. Uruguay took the leadership in establishing the Institute. A Uruguayan law of 1925 made provision for the payment of annual dues by Uruguay. In 1928 the Uruguayan Congress passed a law providing 30,000 Uruguayan pesos—equivalent to \$30,000—for the purpose of proceeding with the installation of the Institute, which had been formally launched in 1927.

The Institute is now a specialized agency of the Organization of American States, to which all 21 American Republics belong. It is the center for information, advice, documentation, and research on all questions relating to child welfare in the Americas, and has been of very considerable assistance to its member nations.

The Institute was described during the subcommittee's study as—quite useful to the United States Government as well as to private organizations in this country. If this source of information on experiences in child health and welfare work in Latin American countries were not available to public and private agencies, the United States Government would find it necessary to obtain the information through other means. The Institute handles a large volume of inquiries from United States sources about work done in Latin America and from other member nations about United States practices in this field.

The Institute, with its modest budget, has made a number of studies of considerable value in the fight against infant mortality. In one case, its assistance to the Government of Paraguay led to that Government's initiation of a child-service program which has reduced infant mortality considerably. Its study on the incidence of rheumatic fever in the Americas has brought recognition by a number of American states of the need for compulsory notification of rheumatic diseases. As a result of this study, the American Heart Association has asked the Institute to serve as a corresponding agency to work with it in the fight against the disease.

The headquarters of the Institute are in Montevideo. A research library is maintained there, including codification of all laws, decrees, documents, and publications in the field. In 1946, the Council of the Institute revised the contribution scale, and all the American Republics became members. The United States assessment was raised from \$2,000 to \$10,000 per annum. The United States percentage contribution is fixed by the basic instrument of the Institute at 37.9 percent. The next largest percentage contribution is that of Brazil at 18 percent. Due to the statutory limitation on United States contributions, the United States has been unable to meet its full obligation since the assessment was raised. According to a statement by the Department of State,

* * * The United States arrearage for the fiscal years 1947 through 1950 is seriously retarding the work of the organization, and has tended to place in question the interest of the United States in child welfare in the Americas.

A legitimate question may be raised as to whether the work of this particular Institute is best served by having it the peculiar responsibility of a small organization functioning on a secondary level. This question was raised in the hearings:

Mr. JUDD. Why could not this organization be taken in by the WHO? An organization with a budget like that can hardly do more than maintain a headquarters. Is that not right?

Mr. SANDIFER. What we are working on, Dr. Judd, is the integration and rationalization of these small inter-American organizations in the inter-American system. * * *

We have an Inter-American Economic and Social Council now, and we are moving in the direction of reducing, as far as possible, the number of these small inter-American organizations.

Mr. JUDD. That is right.

Mr. SANDIFER. To have the larger organizations, and to have the secretariat of the Pan American Union carry on the functions that are now carried on by this American Institute.

However, there are people who are not yet convinced * * * *.

The problem is only a facet of a larger problem in the inter-American system. This problem was discussed in a report issued by a subcommittee of this committee during the second session of the Eightieth Congress and entitled "The Bogota Conference: A Summary of the Problems and Accomplishments of the Ninth International Conference of American States." It embodied the observations of Representatives Mike Mansfield and Donald L. Jackson, members of this committee, who attended the conference as members.

of the United States delegation. The report observed:

The specialized organizations of the American system are the following:

Inter-American Commission of Women
 Inter-American Defense Board
 Inter-American Institute of Agricultural Sciences
 Emergency Advisory Committee for Political Defense
 Inter-American Juridical Committee
 Pan American Sanitary Bureau
 Inter-American Coffee Board
 Inter-American Indian Institute
 American International Institute for the Protection of Childhood
 Inter-American Trade Mark Bureau
 Pan American Highway Congresses
 International Office of the Postal Union of the Americas and Spain
 Committee of Experts on Codification of International Law
 Permanent Committee on Public International Law
 Permanent Committee on Private International Law
 Permanent Committee on Comparative Legislation and the Unification of Legislation
 Permanent Committee of Jurists for the Unification of Civil and Commercial Law of America
 Permanent Inter-American Committee of Social Security
 Inter-American Telecommunications Office
 Pan American Institute of Geography and History
 The Pan American Railway Commission
 The Central Pan American Bureau of Eugenics and Homiculture
 The Permanent American Aeronautical Commission
 Inter-American Development Commission
 Inter-American Statistical Institute
 Pan American Coffee Bureau
 Inter-American Commission of Inter-Municipal Cooperation
 Permanent Commission of Pan American Railway Congresses

The immediate impression one gets is of the multiplicity of these organizations. This involves the further question of possible duplication or obsolescence of their functions. Fortunately the Ninth International Conference of American States took cognizance of this question in one of its resolutions, which states:

"The excessive number of official and semi-official organizations represents a burden on the American states and, in many cases, makes the effective realization of their aims more difficult."

The resolution calls upon the Council of the Organization of American States, as soon as possible, to " * * * make a complete survey of the status and activities of the existing inter-American organizations in order to adopt, with the authorization of the governments, the necessary measures for the discontinuation of those whose maintenance serves no useful purpose, and in order to strengthen, adapt, or merge the others, as may be appropriate."

As a result of decisions made at the Bogota Conference, the Inter-American Commission of Women and the Inter-American Economic and Social Council were merged with the Pan American Union; the Inter-American Defense Board is budgeted with the Pan American Union; and the Inter-American Emergency Advisory Committee for Political Defense and the Inter-American Development Commission were terminated. Subsequently the Inter-American Coffee Board was also eliminated. Moreover, the Pan American Sanitary Bureau has been brought somewhat into focus with the activities of the World Health Organization, as brought out in the following interchange during the hearings:

Mr. JUDD. May I ask, has the Pan American Sanitary Bureau been completely integrated into the WHO?

Dr. SCHEELE. Yes, sir. At the assembly in Rome they were accepted as a regional organization, and they will now be functioning as such.

Mr. JUDD. So there is only one agency operating in this field in the Latin American countries now?

Dr. SCHEELE. Yes. Their conference will be in Lima in the fall. They will be operating on a dual basis; they will be operating both as the PASB and as a regional organization simultaneously.

Mr. JUDD. Will that be the final meeting of the PASB?

Dr. SCHEELE. No, sir. I believe the countries of South America and Central America are so much impressed with the old concept of their own organization that it will take some time before they will recede * * *.

Apparently, then, some progress has been made in the direction of rationalizing organization in the inter-American field. The measure is small, but a small measure is better than none. The Department of State is on the right track in seeking to bring about a more compact set of organizations. It should be encouraged to avail itself of every opportunity to push in the direction indicated by the Ninth International Conference of American States to eliminate unnecessary organizations and "to strengthen, adapt, or merge the others."

This is not simply a matter of money, for the United States contributions to inter-American organizations, running about \$2,700,000 per year, are small in comparison to the whole demand of foreign undertakings. It is a matter, rather, of making these organizations vital, efficient, and sensible as parts of an interrelated whole, and more fully capable of serving the ends for which they were created.

In recommending that the Congress approve an increase in the contribution to the American International Institute for the Protection of Childhood, the committee takes occasion to express the hope that this organization may soon become merged into a rationalized scheme of inter-American organization.

IV. THE CASE FOR THE FOOD AND AGRICULTURE ORGANIZATION

Paragraph (b) of the joint resolution concerns the Food and Agriculture Organization, a specialized agency of the United Nations. It would raise from \$1,250,000 to \$2,000,000 the limitation on United States annual contributions to the Organization as provided in the basic legislation.

As background it should be recalled that the Food and Agriculture Organization was the first of the new permanent United Nations organizations to be established. It came into existence in October 1945 following dissolution of the Interim Commission which was established in 1943. The Food and Agriculture Organization is the direct result of United States initiative. The late President Roosevelt invited the Allied and associated Nations to convene a Conference on Food and Agriculture at Hot Springs, Va., with a view to focusing the attention of the world's governments on the most urgent of mankind's problems—the perennial question of hunger and starvation. The Food and Agriculture Organization was set up to enable governments to work together to raise the nutritional level of the world's populations, to improve the efficiency of the production and distribution of food and agricultural products, and to better the condition of rural populations.

The first step in the effort to attain these goals is to raise the world's production of food, and of fish, timber, and fibers. In the theory on which the Food and Agriculture Organization was founded, increased production depends upon improving the skills, resources, and economic level of the producers themselves, and such improvement must come about primarily through their own efforts aided by the organized services of their national governments. The job of the Food

and Agriculture Organization is to help the world's food, agricultural, and fishery producers by: (a) Assisting various governments to strengthen their national services for agriculture through research, education, extension services, credit and the like; (b) helping governments and producers to exchange technical and scientific knowledge, skills, and techniques; and (c) promoting international cooperation and action on problems which one country cannot solve alone.

The hearings before the subcommittee brought out an enlightening and encouraging account of the accomplishments of the Organization. Mr. Cardon was the witness. Following are some examples from his testimony:

* * * One of the notable things they have done, in my estimation, in the last 2 years, is by way of establishing a seed-stocks catalog, which aims to make available to member countries knowledge of the existence and availability of improved seed stocks which may be of importance in the respective countries, either directly as being adapted to production in those countries or indirectly as source material which would enable crop specialists to bring about crop improvement.

Along with the seed work during the last 2 years, they have held in Europe a corn hybrid training school, I should call it, in which they had assembled there from this country some of our best technicians to make plain the methods and procedures by which hybrid corn might be used in European countries, but more than that, to aid in the development of knowledge among crop-improvement people there.

* * * * *
As a result of that, a number of our corn hybrids were taken over there for testing purposes and the techniques were described in such a way that many of their technicians were able to develop methods suitable to their areas. As a result of that work, we have found it possible there, as a result of the data that are now in hand, to increase corn yields in Italy and other places in Europe as much as 128 percent over anything that they were able to accomplish before. That type of thing is being encouraged also with other crops.

In the field of animal-disease control, one of their most important undertakings has been with respect to the control of rinderpest, * * * a disease seriously affecting the cattle used in many parts of the world as sources of power.

* * * * *
As a result of work that was done during the war in cooperation between the United States and Canada, there was developed a particularly valuable—not perfect, but valuable—serum which seems to be useful in the control of this disease. As a result of negotiations between Canada, the United States, and other countries in FAO, that material was made available for development and for use in various places in the world where rinderpest is serious, notably in Africa and in Bangkok. Laboratories there are providing for the perpetuation of the serum and its widespread use among animals. The effects reported seem to be sufficiently promising that there is some hope that a means of controlling rinderpest is within the realm of possibility. * * *

* * * Similar activities have been carried forward with respect to the control of locusts, which, in some parts of the world, are perhaps the most destructive insects of certain types of crops. In this, FAO has cooperated with national and international agencies in various regions for the development of organizational machinery and technical assistance for reducing the hazard of locust infestation.

* * * * *
There is a widespread program under way in the broad field of soil and water conservation, but, of course, that is a slow-developing undertaking. It is generally recognized among the countries that is it one of the most important activities and yet it is a thing which requires considerable education as well as technical assistance and governmental support in order to bring about anything nearly approaching what we are able to do in the United States.

The subcommittee's inquiry next turned to the statistical work of the Organization—a function which it has taken over as successor to the International Institute of Agriculture in Rome. The subcommittee was told that the Organization—

* * * maintains the basic international statistics on production, trade, and consumption, and it works with member governments in developing comparable statistics country by country. It also works directly with governments in the organization of their statistical checks and reporting systems.

Particular attention was focused on the plans for a world census of agriculture in 1950. Continuing in the words of the witness:

* * * Some 65 to 70 governments and non-self-governing territories have agreed to cooperate in taking such a census and FAO has worked with governments and developed a uniform questionnaire, with common questions of the various countries so as to provide comparable totals for the world. That, I believe, will be the first time when there will be available reasonably reliable statistical information as to what is produced and the possibilities of production.

The testimony ranged over the value of the work of the Nutrition Division of the Organization in setting up a basis for determining comparative nutritive characteristics of foods produced in various regions and for investigating the possibility of improving their nutritional values. This Division, the subcommittee was told, has prepared a table of food composition, touching only calories and proteins at present but intended to be extended to other nutrients. It is also seeking to establish uniform criteria so as to lead to a world-wide understanding regarding human requirements for food as a further step necessary for dealing adequately with the crucial question of the adequacy of the world's food supply.

In the field of forestry, the Organization has taken the initiative in establishing a world balance sheet to determine the amount of available timber by countries and the minimum requirements. This study revealed an over-all shortage of softwoods and a surplus of hardwoods. As a result of this information the Organization has taken action to set up a regional office in Rio de Janeiro, Brazil, to develop a forest industry to lead to wider use of tropical hardwood. A regional office has been established at Bangkok, Thailand, to give leadership and help in the Far East in dealing with the acute shortage of softwoods. A regional office in Geneva integrates the effort among European countries to solve imbalances in forestry products brought about by the war.

In all these activities, the witnesses emphasized, the Food and Agriculture Organization has not set itself up as an operating agency. It has functioned as an advisory organization—

* * * whose primary function is to bring about appreciation of situations, requirements, possibilities of meeting those requirements, bringing to bear the best advice and guidance available * * *.

Information placed before the subcommittee in its hearings also emphasized the role of the Food and Agriculture Organization in providing a central source of information to guide governments in dealing with shortages and surpluses of food. It was pointed out that when the world was suffering from acute food shortages during and immediately following the war, the Organization brought about the formation of the International Emergency Food Council. Now that the acute shortages of foodstuffs which move in international trade are disappearing, however, governments are concerned with the prospect of surpluses of such commodities as wheat, other cereals, and cotton. Member governments plan to hold a review of national food and agricultural programs each year at the conference of the Organization. It is hoped that by giving each government an oppor-

tunity to examine its own food and agricultural program in the light of the world food and agricultural situation and forecasts, governments will encourage the production of those products best suited to the country's resources and economy and will discourage the production of those products which can be more efficiently produced elsewhere. In addition, the Food and Agriculture Organization, in co-operation with other interested international agencies, is making extensive studies and recommendations of the international trade situation of important commodities, especially those of which there may be a surplus. It is hoped that the information thus provided may serve as the basis for any international action governments may decide they need to take in order to prevent, on the one hand, ruinously low prices to the producer and, on the other, unjustifiable restrictions on food production.

For the past 4 years, the Food and Agriculture Organization has voted an annual budget of \$5,000,000. Of this the United States has been assessed 25 percent, or \$1,250,000, the amount of the statutory limitation. The contribution scale will be revised for 1950, however, and the United States assessment along with that of other governments will probably be raised slightly. Because some governments, including the Soviet Union, have not joined the Food and Agriculture Organization, as anticipated when the original contribution scale was adopted, the Organization has faced a deficiency in contributions of more than 7 percent and has had to operate each year on an expenditure budget considerably less than the \$5,000,000 voted. Member governments have generally agreed on the necessity of a budget of at least \$5,000,000 in fact as well as in theory. To achieve this it will be necessary to distribute the 7 percent now reserved for new members over the present membership. Such action will probably raise the United States' contribution to 27.1 percent. In the committee's judgment, the United States should be prepared to accept its fair share in the distribution.

The committee reserves its view of the desirability of reviews by the legislative committees concerned of the work of such international agencies, particularly before their operations are carried into expanded phases that change the character of the organizations. At the same time, the committee believes that the Food and Agriculture Organization has amply justified itself. The ceiling of \$2,000,000 herein recommended would allow a 60-percent increase in the United States contribution. Nevertheless, the amount of money involved in the increase—\$750,000 a year—is moderate. Nor will the full amount be called into play immediately. It should be stressed also that the amount of the increase, even if fully invoked, would not be such as to carry the Organization into an entirely different plane of operation.

V. THE CASE FOR THE SOUTH PACIFIC COMMISSION

Paragraph (c) of the joint resolution refers to the South Pacific Commission, United States membership in which was authorized by Public Law 403, Eightieth Congress. The effect of the paragraph is to raise the ceiling on United States annual contributions thereto from \$20,000 to \$75,000.

It was recognized in the committee's report (H. Rept. 957) during the Eightieth Congress recommending approval of United States

participation in the South Pacific Commission that the initial figure of \$20,000 would not be a permanent figure but rather that it represented only the United States share of the \$160,000 budget established for the first stage of the Commission's activities. In view of the speculative nature of the undertaking—in view of the novelty of the contemplated attempt to bring about, among the powers having imperial interests there, broad international cooperation to improve conditions in the South Pacific area—the committee chose at that time to recommend a very restrictive limitation and to return to the consideration of the Commission's work at a later day.

As stated in the earlier report:

By the treaty of December 2, 1899, with Germany the United States acquired possession of territories in Samoa; namely, Tutuila, with the harbor of Pago Pago, and islets east of 171° west longitude. This was the consummation of 60 years of rivalry over the area concerned. The United States also has a constructive interest in some dozen islands in the area, possession of which is in dispute with Great Britain, and also a few uninhabited islands of potential value as air strips. Interest in the development of the peoples of the area from a social and economic point of view was not manifested by this Government in any appreciable way until the Second World War, when the South Pacific area took on great strategic importance as one of the stepping stones to Japan. Because of the demonstrated strategic importance of the area in that war and its possible future strategic importance, this Government has taken an interest in the development of the area parallel to that taken in the Caribbean, though on a smaller scale.

The other governments possessing non-self-governing territories in the South Pacific are: The Netherlands, with the Dutch East Indies; Australia, with Papua and the trustee territories of New Guinea and the Solomons; Great Britain, principally with the Fiji Islands and a condominium over the New Hebrides and secondarily with various small islands; New Zealand, with a trusteeship in the Cook Islands and Western Samoa; France, with a condominium over the New Hebrides and with full possession of New Caledonia.

An agreement among the governments concerned was signed at Canberra, Australia, on February 6, 1947 * * *.

The purpose of the Commission to be established as a result of this agreement is to provide the means by which governments which administer non-self-governing territories in the South Pacific may cooperate with one another to promote economic and social advancement of the peoples * * * of the 15 non-self-governing territories in the region.

The principal functions of the Commission are specified in the agreement:

(a) To study, formulate, and recommend measures for the development of, and where necessary the coordination of services affecting, the economic and social rights and welfare of the inhabitants of the territories within the scope of the Commission, particularly in respect of agriculture (including animal husbandry), communications, transport, fisheries, forestry, industry, labor, marketing, production, trade and finance, public works, education, health, housing, and social welfare.

(b) To provide for and facilitate research in technical, scientific, economic, and social fields in the territories within the scope of the Commission and to insure the maximum cooperation and coordination of the activities of research bodies.

(c) To make recommendations for the coordination of local projects in any of the fields mentioned in the previous subparagraphs which have regional significance and for the provision of technological assistance from a wider field not otherwise available to a territorial administration.

(d) To provide technical assistance, advice, and information (including statistical and other material) for the participating Governments.

(e) To promote cooperation with nonparticipating Governments and with nongovernmental organizations of a public or quasi-public character having common interests in the area, in matters within the competence of the Commission.

The Commission has as an adjunct a research council which makes recommendations to the Commission on subjects to be pursued, maintains a continuous survey of research needs of the area, studies prob-

lems referred to it by the Commission, and coordinates its activities with other public or private agencies which may be working in the same field. There is also a conference which is an auxiliary to the Commission. Its purpose is to reflect the views of the local inhabitants as a guide to the Commission. Each territory concerned chooses the conference delegates in accordance with its own constitutional practice. The council is to meet every 3 years. Only time will tell the value of the conference as a tribunate of the peoples of the vast area concerned.

The Commission began its work only on July 1, 1948, when the agreement was brought into effect. The United States senior Commissioner on the South Pacific Commission is Prof. Felix M. Keesing, an acknowledged authority on the problems of the South Pacific. The Commission held its third and most recent meeting last May. It completed plans for establishing permanent headquarters at Noumea, New Caledonia. It also adopted a research program looking toward the realization of the objectives set forth in the agreement establishing the Commission. To support its activities for the forthcoming year, the Commission adopted a budget of \$333,089. The United States members of the Commission abstained from voting on this budget because of the principle involved in the ceiling.

It is well to point out here that the proportionate shares of the participating governments are fixed as follows in the agreement of Canberra:

	Percent		Percent
Australia.....	30	United Kingdom of Great Brit-	
France.....	12½	ain and Northern Ireland.....	15
The Netherlands.....	15	United States of America.....	12½
New Zealand.....	15		

Although the operating budget of the Commission is \$333,089, a carry-over balance of \$74,000 is available, thus reducing the assessment budget to \$259,000. The United States share is \$32,575. This is indeed a moderate figure. Furthermore, it may be anticipated that for some years to come the South Pacific Commission's budget will likely not exceed the figure of \$500,000. The recommended new ceiling of \$75,000 should therefore be ample to cover the United States' share of the work of the Commission and to avoid the recurrence of the situation in which this Nation's representatives might feel forced to abstain from the discussion of budgetary considerations.

The question was raised in the hearings whether there was an overlapping between the work of this Commission and the work of the World Health Organization or other agencies on the United Nations level. In answer it was pointed out that the principle of cooperation with United Nations agencies was stated in the agreement creating the Commission and was followed in practice. Nevertheless, it was made clear, the obligations of the United States in the area concerned are special obligations arising quite apart from the status of the United States as a member of the United Nations. The South Pacific Commission represents a particular responsibility arising in what might be called the area of imperial obligation. It involves the duty to seek for peoples who are wards of the United States the answers to the special problems of health, livelihood, and cultural interchange in an area where the impact of disease is peculiarly tragic, where the restrictions on economic life are particularly great, and where the factor of remoteness is one of the dominant influences of life. This

obligation cannot be wholly met by putting it off on international organizations, such as the specialized agencies of the United Nations, which have a general field of operations covering almost the entire world and from which the problems of a relatively small number of human beings in a remote section of the globe would necessarily command only small attention.

As expressed by the Department of State—

For the first time in the history of the region, a concerted effort is being made by six powers to bring to bear on the common problems of the region a reservoir of knowledge gained from working experience, of general information, and of special technical advice not heretofore available to territorial administrators.

The efforts of the Commission consist both of basic research and investigations looking toward the gradual moving forward of the region's economy through various techniques which the peoples of the region may effectively master, and of the searching out of individual opportunities for an immediate increase in economic activity. The investigations undertaken by the Commission are planned with great care by leading scientists and specialists on Pacific matters of the six governments and are based on thorough assessments of the region's actual needs. The success of these investigations for new economic opportunities is of the greatest importance to the 2½ million people of the area. United States support of the Commission is one facet of a traditional policy of sympathetic understanding and encouragement of native peoples who reside in territories that have not yet achieved self-government.

The committee is convinced that the activities of the South Pacific Commission, which apparently have been started on a moderate and sound basis, deserve wholehearted support, and the increase in authorization is therefore recommended.

VI. THE CASE FOR THE WORLD HEALTH ORGANIZATION

Paragraph (d) of the joint resolution concerns the World Health Organization. It proposes to authorize a one-time appropriation of \$560,000 for a contribution to the working capital fund of the organization and to raise the ceiling on United States annual contributions to the Organization from \$1,920,000 to \$3,000,000.

The World Health Organization, a specialized agency of the United Nations, came into being on September 1, 1948, succeeding its Interim Commission, which had been established in July 1946. In the short period of its existence the Organization has made significant headway in organizing itself to carry out the long-term work for which it was established, and has made further progress on operations started by the Interim Commission with funds received in the liquidation of the United Nations Relief and Rehabilitation Administration and by loan from the United Nations.

The occasion for this legislation, insofar as it deals with the World Health Organization, is simply that the Organization has voted itself a larger budget than was anticipated a year ago. The subcommittee—and its judgment here is supported by the full committee—was concerned not so much over the question of a relatively minor increase in the United States contribution, resulting from this decision, but in the question whether the Organization is proceeding along practical lines with a sound prospect of fulfilling its purposes.

While the World Health Organization must have a larger budget than the \$5,000,000 provided for the initial organizing period if it is to be an effective vehicle for the improvement of health in the member nations, the Organization has recognized that the cost of the program should fall less heavily upon the United States. The Second World Health Assembly, meeting at Rome in June of this year, voted to

reduce the United States' proportionate share from 38.54 percent to 36 percent for next year. The assembly also agreed that in normal times no one member should be assessed more than 33½ percent of the budget, and that the United States' share should be reduced to this figure gradually as the economic conditions of other members improve.

This same Second World Health Assembly had before it the declaration of the Soviet Union, the Byelorussian Soviet Socialist Republic, and the Ukrainian Soviet Socialist Republic that they were not prepared to support the world health program and that they no longer considered themselves members of the Organization. In the committee's judgment, this development, together with the reduction in the United States' contribution percentage, combine to make it particularly urgent that this Nation at this time reaffirm its support for the World Health Organization by taking the steps necessary to permit the United States to meet its obligations to the budget of the Organization.

The committee wishes to emphasize that, while it is generally expected that progress will be slow and the evidence of beneficial results meager at the outset in such activities as carried on by this agency, the work of the Interim Commission and the permanent World Health Organization have already produced tangible and heartening results. In Greece, for example, the Organization and its Interim Commission have carried forward, in collaboration with the Greek Government, a nation-wide antimalaria campaign, started by the United Nations Relief and Rehabilitation Administration, wherein every community in the malaria-endemic area has been protected by DDT. It is estimated that, because of the decline in the death and sickness rates, 30,000,000 man-days a year have been saved for agricultural production. Again, in Egypt, an emergency control program in the fall of 1947 was effective in stopping a cholera epidemic.

Less dramatic but equally effective have been the activities of a few demonstration teams and technical advisers operating in each major region of the world. These teams and individual advisers have been instructing local authorities, by example as well as by advice, on control methods for malaria, tuberculosis, venereal diseases, and other scourges, and on techniques of environmental sanitation, maternal and child care, and public health administration in general. This work, initiated by the Interim Commission, has been financed in good part from residual funds from the United Nations Relief and Rehabilitation Administration. Only a small balance of such funds remains for assistance in the 1950 program, and the annual contributions of member states must be looked to for the support of these activities as well as the other elements of the program of the World Health Organization. This program must receive adequate financial support if the Organization is to be of real and continuing service to the world and to its member governments, including the United States.

The subcommittee hearings on this Organization were directed specifically to such questions as the practicality and range of the programs and the prospective operating level at the next stage of its development. Surgeon General Scheele's testimony developed a broad comprehension of the nature of the Organization's work, the outlook for tangible accomplishments, and the relationship between the Organi-

zation's endeavors and the work in allied fields being carried on under the auspices of public and private agencies.

Dr. Scheele's testimony emphasized the work of the Organization as a pioneering effort whose eventual character and level of operations were essentially a matter for speculation. He foresaw no immediate sharp change in its level of activities. The witness said:

WHO is a new organization. It is getting its feet wet. It is taking its first steps. It has gone a long way. It has an excellent secretariat. One of the things that is to be discussed by the Executive Board prior to the next meeting is * * * a long-range program, not necessarily one that they will attain, but one that they should have as an objective, and in that case we will have some better idea whether they will propose \$7,000,000 for the next 3 years and \$1,000,000 increase at the end of 4 years. As it is, so far, * * * it has been a year-to-year proposition, and that is not, of course, an ideal way to carry on any program.

As to the reasons behind the stepping up of the budget to \$7,000,000, Dr. Scheele pointed out that it in part represented preparation for the prospective cessation of activities by the United Nations International Children's Emergency Fund—a cessation which will be in line with the Congress' recommendation in connection with its recent action in extending authorizations for appropriations for the latter organization for an additional year (Public Law 170, 81st Cong.). The witness said:

* * * the increases * * * come * * * from trying to make the program somewhat realistic. I say somewhat, because \$7,000,000 in terms of world needs in the health field is pretty small; but in trying to make specific specialized programs operate, they are working more now in the field * * * under the increased budget, in maternal and child health, and that is in preparation of assuming any increased responsibility that they might get upon the termination of UNICEF activities. In this connection it should be noted that estimated expenditures of the United Nations International Children's Emergency Fund in the field of medical supply for the calendar year 1949 are \$6,241,000. The Fund also conducts in Europe a program of training in child care, which is related to its medical activities. The expenditure for this program, however, is not sufficient to alter materially the figure cited above. The International Children's Emergency Fund is a supply organization whereas the World Health Organization is not. Nevertheless, some adjustment of programs and some absorption by the World Health Organization of activities carried on by the Fund are to be expected in connection with the liquidation of the latter organization.

As to the likelihood of any immediate appreciable rise in the operating level and scope of the Organization, Dr. Scheele said:

I think the United States attitude will help in bringing the program down to \$7,000,000. I think that many countries might have carried it to \$8,000,000. I think it is apt to stay down. I think that there is not going to be any great pressure in WHO to expand tremendously in the coming year.

What might be considered as the likely peak budget toward which the activities of the Organization are heading? Dr. Scheele's answer was that much would depend on the extent to which the Organization goes into the field of maternal and child care. He made the estimate that—

\$15,000,000 in 5 years * * * might be a reasonable operation.

He added that this—

may not be a reasonable operation in terms of ability of nations, including our own, to pay * * *

On the other hand, he said:

* * * the vacuum is so tremendous; * * * it could have a half a billion a year program or a billion a year program and still just scratch the surface * * *.

That sort of an operation, unless we have world government, would probably be unrealistic. WHO will have to remain pretty much a fact-finding body, a body for getting information that might go into international exchange and giving of certain advice, and it seems to me an outside figure of \$15,000,000 might be * * * reasonable.

Surgeon General Scheele pointed out also that while, on the face of the record, the current budget of the World Health Organization had been approved at a \$7,000,000 level, the failure of the Soviet Union and two of its components to join and the lag in contributions by certain other countries would result in an operating level actually between \$6,000,000 and \$6,500,000. At such a level, he emphasized, the Organization will not be an operating agency. Its efforts will be rather in the fields of training and information. He reviewed earlier arguments, particularly with the Soviet Union's representatives during the formative period, as to whether the Organization should undertake a world-wide medical supply mission. Dr. Scheele noted:

* * * The assembly voted to minimize supplies as a program of WHO * * *. If there was a malarial control program in an area, WHO would not become a vehicle which would, on demand of the country, say, "O. K., we will send up \$50,000 for some DDT". It is not going to do that. It will be tied to some service and demonstrations.

* * * a resolution was approved which directed the Director General to attempt in all instances to get maximum local participation in any program * * * and took away from him any authority * * * to go into a country on a 100-percent WHO basis. In other words, the United States' viewpoint, which was agreed to by the majority of the countries, was that unless the countries themselves put up something there would not be a continuing program * * *.

The present conservative level of operations leaves the Organization with a limited but very significant role as a center of information, as an agency for encouraging international interchange in medical and health fields, and for giving advice particularly to nations underprivileged from the standpoint of medical techniques and resources. A facet of the Organization's education and information program, the Surgeon General explained, is the effort—

* * * to assist governments in setting up better health education of their people. In terms of direct education there will be a substantial fellowship program under the \$7,000,000 budget. That actually is almost a sixth of the total program, \$780,000 * * *.

* * * It is designed to increase opportunities for people in underprivileged countries to go to the more privileged places which have good educational centers, and then to go back and do the job with their own hands. I think it is an effective method of making the money stretch a long way * * *.

As to the fields of activity, the Surgeon General added:

* * * They are going to do a little about mental health. It will be a token, to be sure; not so much a matter of trying to psychoanalyze the world; * * * you have programs like the venereal disease program and the malaria control program, something of sanitation, the use of pure water supplies, and in some of the underdeveloped countries * * * a greater effort to try to do a public health education job of converting these people to the utilization of some of these better procedures and to get away from some of their folklore * * *.

Dr. Scheele emphasized the importance of the Organization's statistical work:

The Organization is, I think, improving the old statistical information which the League of Nations and * * * the International Office of Health were giving. They are carrying on in the field of biological sanitation and they are carrying on in terms of the unification of the pharmacopoeias. Pharmacopoeia is a book

which describes a drug and gives all the details, the melting point, how it is made, what it is useful for, and makes an effort at standardization between countries, so with international practice in the care of patients one can deal in standard terms and in the interchange of information.

Dr. Scheele was questioned about the Organization's operations from the standpoint of whether it worked through its own facilities or through the facilities of established medical institutions. He answered:

* * * entirely on the latter basis. The expert committees do not propose to set up their own testing laboratories. They are working with world medical associations and other international groups. * * *

One of its most useful functions, Dr. Scheele explained, would be to serve as a center for international medical and health conferences, something which he described as "very badly needed." Another way in which the Organization will serve as an integrator of various national and localized efforts, Dr. Scheele explained, will be through its publications, which will provide a primary channel for getting medical and health information circulated on the widest possible front.

The committee felt greatly reassured by Dr. Scheele's testimony. It was made apparent that the Organization is proceeding along sound lines, avoiding the temptation of trying too much too soon. The merits of the questions which must be raised after the Organization has firmly created its ground work and proceeds to build itself to work in an increased scope and at a higher level of activity must await judgment by this Government at a future time. For the present, the World Health Organization amply justifies confidence from the United States, and the increased contribution is fully warranted.

Finally, as to the need of a working capital fund in the World Health Organization, the explanation can best be given by quoting the testimony:

Mr. INGRAM. They have asked that the governments put up additional amounts for the working capital fund, which again is in the nature of an advance. * * *

When the Organization is liquidated at some future date, that would be returnable to us. * * *

* * * * *

Dr. SCHEELE. They are trying to create a \$4,000,000 fund as a stabilization fund.

* * * WHO, as an organization which has no continuity, except the annual appropriations to WHO, finds itself in terms of the morale of the personnel in a rather peculiar position. Whenever they approach a well-qualified person and try to bid him to do a job, that individual says, "Is this a job for a year or is this a job that may go on?"

* * * The working capital fund would give them a stability against the slowness of contributions, occasionally, and against the United States, even, always being 6 months late in putting up its money.

It was pointed out that the Organization now has a working capital fund of approximately \$2,560,000. This sum, however, is not adequate, and the higher figure for the fund is believed fully justified to provide necessary stability and to meet the increased operating demands.

VII. THE CASE FOR THE INTERNATIONAL LABOR ORGANIZATION

Paragraph (e) of the joint resolution refers to the International Labor Organization. It would raise from \$1,091,739 to \$1,750,000 the ceiling on the United States annual contribution to the Organ-

ization. It would also eliminate a limitation of \$95,000 on the expenses incurred annually in connection with United States participation therein.

The International Labor Organization is the instrumentality through which 60 member countries consult together and work out international standards to improve conditions of labor and employment. The Organization also conducts programs to bring about improvement with respect to manpower problems in the field of employment, training, and migration of workers. This Organization was established in 1919 as an independent agency of the League of Nations. In 1946 it acquired the status of a specialized agency of the United Nations. The United States became a member of the Organization in 1934. The public law which this joint resolution would amend was enacted in 1948 to accommodate the United States to certain changes in the organizational structure incident to the Organization's change in status to a United Nations agency. Theretofore there had been no ceiling on the authorization.

As an intergovernmental international body, the International Labor Organization is unique in that representatives of employers and workers share with government delegates the responsibility for formulating international conventions. The choice of whether or not to ratify the conventions formulated rests, of course, with each member government. In the case of federal states such as the United States, where the subject matter is appropriate to state action, the central government does not consider ratification; it refers the matter instead to the local units of government, which may then take whatever action they desire regarding the revision of state legislation to conform to the standards contained in the convention. When a government thus elects not to ratify, its only obligation is to report periodically on the context of its own law and practice, and on any progress made toward voluntary observance of the terms of the convention. Approximately 1,000 ratifications have been received to the various conventions developed by the Organization.

Besides the development of conventions and of cooperative labor-management policies generally, the International Labor Organization serves as a world clearing house on labor questions and is engaged in increasingly important activities in the provision of advisory services to member governments.

The budgetary situation in this Organization was succinctly summarized in a letter dated July 25, 1949, to Representative Morgan from Lewis G. Hines, national legislative representative of the American Federation of Labor, urging support for the measure to permit an increase in the United States' contribution:

The budget for 1950 just voted by the general conference of the ILO meeting in Geneva is \$5,983,526, of which the United States share is \$1,269,867. The Organization's budget for 1949 is \$5,215,539, of which the United States contributed \$848,057.

The 1950 budget reflects some increase in the ILO's activities, as well as the increase in the fixed charges mentioned above. In 1950 an expansion of the ILO's work in the field of manpower is planned. The ILO is proposing to extend the technical assistance it is now giving to member countries, particularly to the industrially undeveloped ones, in the establishment and operation of vocational training and apprenticeship programs. It is also proposing to increase its assistance to member countries in the establishment of public employment services, so that workers and jobs can be brought together. Another part of this same program is the ILO's work on migration in which it would help countries

needing manpower to find the necessary workers in countries where there are manpower surpluses.

The ILO is already working on these problems. In Europe it has worked with notable success in the Marshall-plan countries of western Europe. It has helped those countries in the solution of their problems of training, employment service, organization, and migration. It is proposing to expand this work in the less industrially developed areas of the world.

The success of the operating programs in manpower utilization is of direct interest to the United States because of the importance of manpower to economic reconstruction—a primary objective of United States foreign policy, particularly with regard to the area covered by the European recovery program. The Organization for European Economic Cooperation has requested the International Labor Organization to undertake such a program in Europe as part of the recovery effort. Similar programs are being developed for other areas of the world. Mr. Zempel's testimony on this point before the subcommittee was of great interest:

The governments are very generally concerned over the lack of skilled workers and technicians. In fact, it is one of the chief obstacles to the economic reconstruction and development of their countries. Not only is this shortage an acute problem, but there is a maldistribution of manpower. We have the anomaly of having manpower shortages and surpluses at the same time, with great shortages of skilled labor and surpluses of unskilled labor. Certain countries have greater surpluses of unskilled labor, like Italy, which is trying to export some of its unskilled labor, or some of its semi-skilled labor which is a surplus in its own country.

These shortages of skills are particularly evident in countries suffering from the war. This is true not only of the countries that were devastated by the war, but also of countries which were occupied by Nazi armies without much devastation because there wasn't much opportunity to train skills. Even if there was the opportunity, it was largely channeled to the war industries—so there was not a broad general training. Further, the opportunity for training had already been cut down because of the previous economic depression, so that the world has, in a great share of the world at least, a great shortage of skilled labor.

Continuing with Mr. Zempel's testimony:

* * * the whole problem of vocational training and retraining is one to which the ILO has * * * been giving a great deal of emphasis. In Europe, the Organization for European Economic Cooperation, the European organization which is the counterpart of the ECA, requested the ILO to establish an international course for training supervisors, and they had a meeting last March to develop such a course.

They have brought in experts from various countries, like Channing Dooley, who was prominent in developing the training-within-industry program in this country during the war, and an expert from the Bureau of Apprenticeship of the United States Department of Labor (the latter has been there for a year and has just returned) as well as experts from western Europe who are experts in this particular field, to assist in developing that kind of program.

The ILO is carrying on an active program not only in Europe but also in Latin America and Asia. They have recently established a field office for technical training in India, because India, as well as other areas of southeast Asia, has a great need for, and is very much interested in, developing skills which are required to be coordinated with such industrialization as they can undertake.

A related activity, of importance in solving the manpower problems, is that of employment service. As touched upon in Mr. Zempel's testimony:

* * * employment service is indispensable in any country as an instrument of this manpower policy, and there are not many countries in the world that have well-developed employment services besides the United States and Canada and some countries of western Europe. That is another aspect, of course, of this manpower program.

The International Labor Organization, at the present time, is developing manuals based upon the experience of the well-developed countries, to indicate to countries of less development how they can build up good operating employment services. In addition, the ILO is making experts available, as they are requested of course, by the countries to assist them in that work.

Now, an employment service is necessary not only for balancing the supply and demand of manpower within a country, but, through its knowledge of the employment market, for providing the basis of knowing what needs might be met by immigration, and what vocational lines of training are necessary to develop to meet the needs of the industries that are being expanded.

Two other current programs of the organization, which deserve the attention of the House, are touched upon in Mr. Hines' letter quoted above:

In addition * * * there are two programs in which the American Federation of Labor is particularly interested, and for which the ILO will require additional funds in 1950. The first of these is the inquiry into the existence of slave labor throughout the world, which the ILO will undertake in cooperation with the United Nations. The inquiry has been bitterly opposed by Russia and her satellites.

The other is an investigation of the infringement of trade-union rights through the world. Both these investigations were proposed to the ILO and the United Nations by the American Federation of Labor.

The greater activity of the organization in the field of manpower problems and in the fields indicated immediately above, is one circumstance requiring an increase in its budget. A second circumstance was touched upon in the testimony of Mr. Sandifer:

* * * During the war, it was forced to operate on a very contracted budget, and since the war it has had to rebuild its organization and to resume its normal activities. That has taken place slowly over the period beginning about 1945 and 1946, so that quite a part of that increase was due to the necessity of resuming normal activities and, in addition, the increased costs in the postwar period.

Inasmuch as the limitation of \$1,091,739 on United States contributions was designed specifically on the basis of the United States obligation to the Organization's 1948 budget, an increased budget for the Organization means that the United States limitation must be relaxed to enable the United States to continue to meet its obligations. The United States percentage contribution, which along with that of other members, has fluctuated within a limited range, has been set at 22 percent for next year. This percentage share compares favorably with the United States contribution to the other major specialized agencies; namely, 38.47 percent to the United Nations Educational, Scientific, and Cultural Organization; 36 percent to the World Health Organization; and 25 percent to the Food and Agriculture Organization. It is to be noted also that the United States assessment does not actually amount to 22 percent in relation to the budget of \$5,983,526 voted for 1950. The International Labor Organization has additional sources of revenue, such as the sale of publications, which supplement the contributions of the member nations. The Organization also follows a policy of crediting to each paid-up member a proportionate amount of any unexpended balances which may carry-over from a previous year.

The existing law also sets a limit of \$95,000 on the annual cost of United States participation in the International Labor Organization. This is the only organization for which this type of limitation has been set. The sum has proved inadequate for proper representation at all International Labor Organization meetings. Expenses of travel are paid not only for United States Government representatives but also

for employer and worker representatives. The increase in technical committee meetings, the scheduling of some meetings in the Far East as well as in Europe and the Western Hemisphere, and other unpredictable factors make an estimable annual cost impossible. An additional factor, not taken into account at the time this limit was set, is the charge made by the Federal Bureau of Investigation for its investigations of personnel connected with United States participation.

The subcommittee came to the conclusion—fully supported later by the full committee—that the annual contribution limitation should be raised to \$1,750,000—a figure sufficient to cover calculable contributions for some time to come and to provide sufficient flexibility to the United States delegation in considering budgetary matters—and also that the present limitation on participation expenses be removed.

APPENDIX I

United States contributions to international organizations during the fiscal year 1949¹

Organization	United States contribution	United States percentage ²
I. United Nations and specialized agencies:		
A. Permanent: ³		
United Nations (including International Court of Justice).....	\$13,841,032	39.89
Food and Agriculture Organization.....	1,250,000	25.00
International Civil Aviation Organization.....	448,004	18.69
International Labor Organization.....	⁵ 1,091,739	19.13
International Telecommunication Union.....	⁶ 53,393	7.76
United Nations Educational, Scientific, and Cultural Organization.....	⁷ 3,601,424	41.88
Universal Postal Union.....	⁸ 8,781	4.43
World Health Organization.....	1,860,884	38.77
Subtotal.....	22,210,257	⁹ 35.61
B. Temporary:		
International Refugee Organization.....	70,643,728	¹⁰ 45.57
United Nations International Children's Emergency Fund.....	¹¹ 25,491,692	72.00
United Nations Relief for Palestine Refugees.....	¹² 8,000,000	¹² 54.46
Subtotal.....	104,135,420	⁹ 50.77
II. Inter-American organizations:		
American International Institute for the Protection of Childhood.....	¹³ 2,000	¹⁴ 35.97
Inter-American Indian Institute.....	4,800	15.69
Inter-American Institute of Agricultural Sciences.....	145,397	51.67
Inter-American Radio Office.....	5,682	25.51
Inter-American Statistical Institute.....	29,080	50.20
International Office of Postal Union of Americas and Spain.....	¹⁵ 1,600	8.89
Pan American Institute of Geography and History.....	10,000	36.23
Pan American Railway Congress.....	¹⁶ 2,500	¹⁷ 47.00
Pan American Sanitary Bureau.....	¹⁸ 152,585	53.63
Pan American Union (including Inter-American Defense Board).....	1,536,352	72.13
Subtotal.....	1,889,996	⁹ 65.78
III. Other international organizations:		
Bureau of the Interparliamentary Union for the Promotion of International Arbitration.....	15,000	22.80
Cape Spatell and Tangier Lighthouse.....	¹⁹ 2,000	8.34
Caribbean Commission.....	²⁰ 131,284	38.40
Central Bureau of the International Map of the World on the Millionth Scale.....	50	2.04
International Bureau for the Protection of Industrial Property.....	1,811	5.51
International Bureau for the Publication of Customs Tariffs.....	2,233	4.30
International Bureau of the Permanent Court of Arbitration.....	1,546	4.79
International Bureau of Weights and Measures.....	²¹ 9,241	17.03
International Council of Scientific Unions and Seven Associated Unions.....	6,993	¹⁷ 9.00
International Criminal Police Commission.....	²² 3,000	¹⁷ 17.97
International Hydrographic Bureau.....	9,147	14.14
International Meteorological Organization.....	²³ 3,785	4.13
International Penal and Penitentiary Commission.....	4,837	¹⁷ 31.77
International Statistical Bureau at The Hague.....	²⁴ 2,500	¹⁷ 25.66

See footnotes at end of table, p. 26.

*United States contributions to international organizations during the fiscal year
1949¹—Continued*

Organization	United States contribution	United States percentage ²
III. Other international organizations—Continued		
International Sugar Council.....	\$8,089	21.25
Permanent International Association of Navigation Congresses.....	²⁵ 1,000	¹⁷ 23.09
South Pacific Commission.....	18,318	12.50
Subtotal.....	220,834	⁹ 20.65
IV. Temporary organizations or organizations in which United States participation is temporary (other than those listed under I B. above):		
Central Rhine Commission.....	8,559	16.66
Inter-Allied Reparation Agency.....	203,849	28.00
International Authority for the Ruhr.....	²⁶ 40,000	20.00
International Cotton Advisory Committee.....	12,000	15.79
International Seed Testing Association.....	250	7.22
International Tin Study Group.....	5,440	13.49
International Union of Official Travel Organizations.....	²⁷ 605	2.70
Rubber study group.....	²⁸ 7,279	18.05
Subtotal.....	277,982	⁹ 23.93
Grand total.....	128,734,489	⁹ 47.23

¹ Unless otherwise indicated, United States participation in international organizations listed is financed from appropriations made or allocated to the Department of State.

² Percentage of total scheduled assessments.

³ Does not include the International Bank for Reconstruction and Development or the International Monetary Fund, which are financed by capital subscriptions from member governments and income from operations rather than by annual contributions.

⁴ In addition, \$3,750,000 appropriated for International Civil Aviation Organization joint support program, of which \$385,036 has been expended as of June 30, 1949.

⁵ Includes \$312,918 as United States advance to working capital fund which stands to the credit of the United States.

⁶ Figure an estimate since actual assessment not yet known.

⁷ Includes \$397,300 as United States advance to revolving fund which stands to the credit of the United States.

⁸ United States participation financed from appropriations made to Post Office Department.

⁹ Figure represents United States percentage of total scheduled assessments.

¹⁰ The United States was assessed 39.89 percent of scheduled administrative expenses (\$4,797,800) and 45.75 percent of scheduled operational expenses (\$150,229,258), or 45.57 percent of total scheduled expenses (\$155,027,058).

¹¹ Payments as of June 30, 1949; United States contributions during the fiscal years 1948 and 1949 total \$58,287,525.

¹² This amount was contributed out of funds advanced by the Reconstruction Finance Corporation pending an appropriation by the Congress as authorized by Public Law 25, 81st Cong., approved March 24, 1949. The Second Deficiency Appropriation Act, 1949, includes an amount of \$12,000,000 as a special contribution for the relief of Palestine refugees, and an additional \$4,000,000 for the same purpose, to such extent as the President from time to time finds that other nations party to such United Nations agreement have met their obligations to the United Nations Relief for Palestine Refugees. A sum of \$8,000,000 from the appropriation is to be used to repay the Reconstruction Finance Corporation. The amount of \$8,000,000 already contributed represents 54.46 percent of total contributions as of June 3, 1949. The appropriation totaling \$16,000,000 is 50 percent of the scheduled budget of \$32,000,000.

¹³ Statutory limitation of \$2,000 prevents payment of full United States share of \$10,000.

¹⁴ Percentage represents proportion of United States assessment of \$10,000 to total assessments.

¹⁵ Figure an estimate since actual assessment not yet known; United States participation financed from appropriations made to Post Office Department.

¹⁶ Figure represents contribution for half of calendar year 1948; membership approved on June 28, 1948 (Public Law 794, 80th Cong.).

¹⁷ Percentage an estimate based on past assessments.

¹⁸ Figure represents United States contribution for calendar year 1948, part of which was paid during the fiscal year 1948. During the fiscal year 1949, in addition to the amount paid to the Organization's calendar-year 1948 budget, an amount of \$72,699 was paid against a total United States assessment of \$1,226,197 for the Organization's calendar-year 1949 budget of \$1,700,000.

¹⁹ Figure an estimate since actual assessment not yet known. Only \$1,200 has been appropriated; the remainder is being requested in a deficiency appropriation bill.

²⁰ Due to credit of \$13,440, only \$117,844 paid out of fiscal year 1949 funds.

²¹ Only \$8,314 appropriated for fiscal year 1949; the remaining amount due has been requested for the fiscal year 1950.

²² Figure an estimate since actual assessment not yet known; United States participation financed from appropriations made to Department of Justice.

²³ United States participation financed from appropriations made to Department of Commerce.

²⁴ This is the last United States contribution to be made to the Institute.

²⁵ United States participation financed from appropriations made to Department of the Army.

²⁶ Figure represents United States share of the interim budget of \$140,000 to cover the period May 20 through September 30, 1949, and of the reserve capital fund of \$60,000. The United States signed the agreement establishing an International Authority for the Ruhr on April 28, 1949.

²⁷ United States participation financed from ECA funds. The Department of Commerce applied for membership in January 1949 and membership was accepted March 30, 1949.

²⁸ Due to credit of \$6,563, only \$716 paid from fiscal year 1949 funds.

APPENDIX II

Statutory limitations on United States contributions to international organizations

Organization	Statute	Statutory limitation
International Children's Emergency Fund.....	62 Stat. 157.....	(a) 72 percent of total resources contributed after May 31, 1947, by all governments including United States or (b) \$100,000,000, whichever is the lesser.
Specialized agencies:		
Food and Agriculture Organization.....	59 Stat. 529.....	\$1,250,000 per annum.
International Labor Organization.....	62 Stat. 1151.....	\$1,091,739 per annum.
World Health Organization.....	62 Stat. 441.....	\$1,920,000 per annum.
Inter-American organizations:		
American International Institute for the Protection of Childhood.....	45 Stat. 467.....	\$2,000 per annum.
Inter-American Statistical Institute.....	59 Stat. 311.....	\$35,000 per annum.
Pan American Institute of Geography and History.....	49 Stat. 512.....	\$10,000 per annum.
Pan American Railway Congress.....	62 Stat. 1060.....	\$5,000 per annum.
Other international organizations:		
Bureau of Interparliamentary Union for the Promotion of International Arbitration.....	62 Stat. 19.....	\$15,000 per annum.
Caribbean Commission.....	62 Stat. 65.....	\$142,000 per annum.
Central Bureau of the International Map of the World on the Millionth Scale.....	46 Stat. 825.....	\$50 per annum.
International Council of Scientific Unions and Associated Unions.....	49 Stat. 540.....	\$9,000 per annum.
International Criminal Police Commission.....	52 Stat. 640.....	\$1,500 per annum.
Permanent International Association of Navigation Congresses.....	62 Stat. 1174.....	\$5,000 per annum.
South Pacific Commission.....	62 Stat. 15.....	\$20,000 per annum.

APPENDIX III

COMPLIANCE OF REPORT WITH THE RAMSEYER RULE

In compliance with paragraph 2a of rule XIII of the Rules of the House of Representatives, changes in existing law made by the joint resolution, as introduced, are shown as follows (existing law proposed to be omitted is enclosed in black brackets; existing law in which no change is proposed is shown in roman):

Public Resolution 31, Seventieth Congress:

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That in order to [enable] meet the obligations of the United States [to become] as a member of the American International Institute for the Protection of Childhood [at Montevideo, Uruguay,] there [is] are hereby authorized to be appropriated to the Department of State—

(a) the sum of [\\$2,000 per annum] \$24,000 for [the contribution] payment by the United States [toward the support of the institution] of its assessed contribution for the period beginning July 1, 1946, and extending through the fiscal year expiring June 30, 1949;

(b) such sums, not to exceed \$10,000 annually, as may be required thereafter for the payment by the United States of its share of the expenses of the Institute, as apportioned in accordance with the statutes of the Institute.

Section 2 of Public Law 174, Seventy-ninth Congress:

SEC. 2. There is hereby authorized to be appropriated, out of any money in the Treasury not otherwise appropriated, a sum not exceeding \$625,000 during the first fiscal year of the Organization and sums not exceeding [\\$1,250,000] \$2,000,000 annually thereafter as may be required for expenditure under the direction of the Secretary of State, for the payment by the United States of its proportionate share in the expenses of the Organization.

Section 3 of Public Law 403, Eightieth Congress:

SEC. 3. There is hereby authorized to be appropriated to the Department of State, out of any money in the Treasury not otherwise appropriated—

(a) Not more than **[\$20,000]** \$75,000 annually for the payment by the United States of its proportionate share of the expenses of the Commission and its auxiliary and subsidiary bodies, as set forth in article XIV of the Agreement Establishing the South Pacific Commission;

(b) Such additional sums as may be needed for the payment of all necessary expenses incident to participation by the United States in the activities of the Commission, including salaries of the United States Commissioners, their alternates, and appropriate staff, without regard to the civil-service laws and the Classification Act of 1923, as amended; personal services in the District of Columbia; services as authorized by section 15 of Public Law 600, Seventy-ninth Congress; under such rules and regulations as the Secretary of State may prescribe, allowances for living quarters, including heat, fuel, and light, and cost-of-living allowances to persons temporarily stationed abroad; hire of passenger motor vehicles and other local transportation; printing and binding without regard to section 11 of the Act of March 1, 1919 (44 U. S. C. 111), and section 3709 of the Revised Statutes, as amended; and such other expenses as the Secretary of State finds necessary to participation by the United States in the activities of the Commission: *Provided*, That the provisions of section 6 of the Act of July 30, 1946 (Public Law 565, Seventy-ninth Congress), and regulations thereunder, applicable to expenses incurred pursuant to that Act shall be applicable to any expenses incurred pursuant to this paragraph (b).

Section 3 of Public Law 643, Eightieth Congress:

SEC. 3. There **[is]** *are* hereby authorized to be appropriated **[annually]** to the Department of State *for contribution to the working capital fund of the Organization the sum of \$560,000 and as annual appropriations the following:*

(a) such sums, not to exceed **[\$1,920,000]** \$3,000,000 per annum as may be necessary for the payment by the United States of its share of the expenses of the organization, including those incurred by the Interim Commission, as apportioned by the Health Assembly in accordance with article 56 of the constitution of the Organization; and

(b) such additional sums, not to exceed \$83,000 for the fiscal year beginning July 1, 1947, as may be necessary to pay the expenses incident to participation by the United States in the activities of the Organization, including—

(1) salaries of the representative and alternate provided for in section 2 hereof, and appropriate staff, including personal services in the District of Columbia and elsewhere, without regard to the civil-service laws and the Classification Act of 1923, as amended; services as authorized by section 15 of Public Law 600, Seventy-ninth Congress; under such rules and regulations as the Secretary of State may prescribe, allowances for living quarters, including heat, fuel, and light and cost of living allowances to persons temporarily stationed abroad; printing and binding without regard to section 11 of the Act of March 1, 1919 (44 U. S. C. 111), and section 3709 of the Revised Statutes, as amended; and

(2) such other expenses as the Secretary of State deems necessary to participation by the United States in the activities of the Organization: *Provided*, That the provisions of section 6 of the Act of July 30, 1946, Public Law 565, Seventy-ninth Congress, and regulations thereunder, applicable to expenses incurred pursuant to that Act shall be applicable to any expenses incurred pursuant to this paragraph (b) (2).

Section 2 of Public Law 843, Eightieth Congress:

SEC. 2. There is hereby authorized to be appropriated annually to the Department of State—

(a) such sums, not to exceed **[\$1,091,739]** \$1,750,000 per annum, as may be necessary for the payment by the United States of its share of the expenses of the Organization, as apportioned by the International Labour Conference in accordance with article **[13 (c)]** 13 (2) (c) and 13 (3) of the constitution of the Organization; and

(b) such additional sums [, not to exceed \$95,000 per annum,] as may be necessary to pay the expenses incident to participation by the United States in the activities of the Organization, including—

(1) salaries of the representative or representatives and alternates and appropriate staff, including personal services in the District of Columbia and elsewhere, without regard to the civil-service laws and the Classification Act of 1923, as amended; services as authorized by section 15 of Public Law 600, Seventy-ninth Congress; under such rules and regulations as the Secretary of State may prescribe, allowances for living quarters, including heat, fuel, and light and cost-of-living allowances to persons temporarily stationed abroad; printing and binding without regard to section 11 of the Act of March 1, 1919 (44 U. S. C. 111), and section 3709 of the Revised Statutes, as amended; and

(2) such other expenses as the Secretary of State deems necessary to participation by the United States in the activities of the Organization: *Provided*, That the provisions of section 6 of the Act of July 30, 1946, Public Law 565, Seventy-ninth Congress, and regulations thereunder, applicable to expenses incurred pursuant to that Act shall be applicable to any expenses incurred pursuant to this paragraph (b) (2).



Union Calendar No. 512

81ST CONGRESS
1ST SESSION

H. J. RES. 334

[Report No. 1257]

IN THE HOUSE OF REPRESENTATIVES

AUGUST 4, 1949

Mr. MORGAN introduced the following joint resolution; which was referred to the Committee on Foreign Affairs

AUGUST 11, 1949

Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

JOINT RESOLUTION

To amend certain laws providing for membership and participation by the United States in certain international organizations.

1 *Resolved by the Senate and House of Representatives*
2 *of the United States of America in Congress assembled,*
3 That the following laws of the United States are hereby
4 amended in the following particulars:

5 (a) Public Resolution 31, Seventieth Congress, is
6 revised to read as follows:

7 “That in order to meet the obligations of the United
8 States as a member of the American International Institute
9 for the Protection of Childhood, there are hereby authorized
10 to be appropriated to the Department of State—

11 “(a) the sum of \$24,000 for payment by the

1 United States of its assessed annual contributions for
2 the period beginning July 1, 1946, and extending
3 through the fiscal year expiring June 30, 1949; and

4 “(b) such sums, not to exceed \$10,000 annually,
5 as may be required thereafter for the payment by the
6 United States of its share of the expenses of the Insti-
7 tute, as apportioned in accordance with the statutes of
8 the Institute.”

9 (b) Public Law 174, Seventy-ninth Congress, is
10 amended by striking out the figure “\$1,250,000” in section
11 2 thereof and inserting in lieu thereof the figure
12 “\$2,000,000”.

13 (c) Public Law 403, Eightieth Congress, is amended
14 by striking out the figure “\$20,000” in subsection (a) of
15 section 3 thereof and inserting in lieu thereof the figure
16 “\$75,000”.

17 (d) Public Law 643, Eightieth Congress, is hereby
18 amended:

19 (1) By striking out the words “There is hereby author-
20 ized to be appropriated annually to the Department of
21 State” in section 3 thereof and inserting in lieu thereof the
22 words “There are hereby authorized to be appropriated
23 to the Department of State for contribution to the working

1 capital fund of the organization the sum of \$560,000 and
2 as annual appropriations the following"; and

3 (2) By striking out the figure "\$1,920,000" in sub-
4 section (a) of section 3 thereof and inserting in lieu thereof
5 the figure "\$3,000,000".

6 (e) Public Law 843, Eightieth Congress, is hereby
7 amended:

8 (1) By striking out the figure "\$1,091,739" in sub-
9 section (a) of section 2 thereof and inserting in lieu thereof
10 the figure "\$1,750,000";

11 (2) By striking out the words "article 13 (c)" in
12 section (a) of section 2 thereof and inserting in lieu thereof
13 the words "article 13 (2) (c) and 13 (3)"; and

14 (3) By striking out the words "not to exceed \$95,000
15 per annum" in subsection (b) of section 2 thereof.

81ST CONGRESS
1ST SESSION

H. J. RES. 334

[Report No. 1257]

JOINT RESOLUTION

To amend certain laws providing for membership and participation by the United States in certain international organizations.

By Mr. MORGAN

AUGUST 4, 1949

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Mr. CASE of South Dakota. Mr. Speaker, will the gentleman yield?

Mr. MAHON. I yield to the gentleman from South Dakota.

Mr. CASE of South Dakota. Then in effect this amendment which is sought to be modified by the proposed motion would accomplish a modification of the figures that appear earlier in the bill at several points?

Mr. MAHON. Yes.

Mr. CASE of South Dakota. Is this \$238,000,000 a net reduction below the total figure in the House or below the Senate figure?

Mr. MAHON. That is a reduction of the budget figure.

Mr. CASE of South Dakota. A reduction of the budget figure of \$238,000,000?

Mr. MAHON. Yes. Of course, the Secretary of Defense has assured us that further savings can be made in some items in the bill. But, we did not have information before us to particularize as to further savings, having effected many millions of dollars of savings in the bill ourselves. So, we have added in the bill the following paragraph, in order that the legislative body might retain maximum control over appropriations: "The Secretary of Defense is authorized and directed to determine and certify to the Committees on Appropriations of the Senate and the House of Representatives on or before the 1st of January, 1950, from any appropriations provided for in this act, which he thinks may be reduced without prejudice to the national security, any amount which may be reduced, stating the reasons for such reduction." This was done in order that the Congress may be kept closely informed as to the developments in the National Military Establishment.

Mr. Speaker, I move the previous question.

The previous question was ordered.

The SPEAKER. The question is on the motion offered by the gentleman from Texas [Mr. MAHON].

The motion was agreed to.

A motion to reconsider the votes by which action was taken on the several motions was laid on the table.

Mr. MAHON. Mr. Speaker, I ask unanimous consent that all Members may have five legislative days in which to extend their remarks in the Record on the conference report just passed.

The SPEAKER. Is there objection to the request of the gentleman from Texas?

There was no objection.

TO AUTHORIZE CERTAIN CONSTRUCTION AT MILITARY AND NAVAL INSTALLATIONS

Mr. SABATH, from the Committee on Rules, reported the following privileged resolution (H. Res. 388, Rept. No. 1391), which was referred to the House Calendar and ordered to be printed:

Resolved, That immediately upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H. R. 6303) to authorize certain construction at military and naval installations, and for other purposes. That after general debate, which shall be confined to the bill and continue not to exceed 1 hour,

to be equally divided and controlled by the Chairman and ranking minority member of the Committee on Armed Services, the bill shall be read for amendment under the 5-minute rule. At the conclusion of the consideration of the bill for amendment the Committee shall rise and report the bill to the House with such amendments as may have been adopted, and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit.

COMMITTEE ON BANKING AND CURRENCY

Mr. DELANEY, from the Committee on Rules, reported the following privileged resolution (H. Res. 331, Rept. No. 1392), which was referred to the House Calendar and ordered to be printed:

Resolved, That the Committee on Banking and Currency, acting as a whole or by duly authorized subcommittee or subcommittees, appointed by the chairman of said committee, is authorized to conduct full and complete studies and investigations and make inquiries with respect to any matter or matters in the field of housing coming within the jurisdiction of such committee, including, but not limited to—

(1) any housing or housing facilities under the jurisdiction of the Housing and Home Finance Administrator; and

(2) any and all methods of planning, organizing, operating, and financing the construction, purchase, or rental of housing including cooperative or mutual ownership housing organizations,

and for such purposes the said committee or any subcommittee thereof is hereby authorized to sit and act during the present Congress at such times and places within or outside the United States, whether the House is in session, has recessed, or has adjourned, to hold such hearings, and to require by subpoena or otherwise the attendance and testimony of such witnesses and the production of such books, records, correspondence, memoranda, papers, and documents, as it deems necessary. Subpenas may be issued over the signature of the chairman of the committee or any member of the committee designated by him, and may be served by any person designated by such chairman or member. The chairman of the committee or any member thereof may administer oaths to witnesses.

That the said committee shall report to the House of Representatives during the present Congress the results of their studies and investigations with such recommendations for legislation or otherwise as the committee deems desirable.

AMENDMENT OF NATIONAL HOUSING ACT

Mr. LYLE, from the Committee on Rules, reported the following privileged resolution (H. Res. 390) providing for the consideration of and waiving all points of order against the resolution (S. J. Res. 134) to amend the National Housing Act, as amended, and for other purposes (Rept. No. 1393), which was referred to the House Calendar and ordered to be printed:

Resolved, That immediately upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the resolution (S. J. Res. 134) to amend the National Housing Act, as amended, and for other purposes, and all points of order against said bill are hereby waived. That after general debate which shall be confined to the bill and continue not to exceed 1 hour, to be equally divided and controlled by the

Chairman and ranking minority member of the Committee on Banking and Currency, the resolution shall be considered as having been read for amendment. No amendment shall be in order to said bill except amendments offered by the direction of the Committee on Banking and Currency, and said amendments shall be in order, any rule of the House to the contrary notwithstanding. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted, and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit.

MESSAGE FROM THE SENATE

A message from the Senate, by Mr. McDaniel, its enrolling clerk, announced that the Senate had adopted the following resolution (S. Res. 182):

Resolved, That the Senate has heard with profound sorrow and deep regret the announcement of the death of Hon. BERT H. MILLER, late a Senator from the State of Idaho;

Resolved, That a committee be appointed by the President of the Senate to attend the funeral of the deceased Senator;

Resolved, That the Secretary communicate these resolutions to the House of Representatives and transmit a copy thereof to the family of the deceased;

Resolved, That as a further mark of respect to the memory of the deceased the Senate do now take a recess until 12 o'clock meridian tomorrow.

The SPEAKER. The Chair recognizes the gentleman from Idaho [Mr. WHITE].

THE LATE HONORABLE BERT H. MILLER

Mr. WHITE of Idaho. Mr. Speaker, it became my sad duty to announce to the Members of the House that the distinguished junior Senator from Idaho, BERT H. MILLER, passed away on Saturday last.

Senator MILLER has made an enviable record as Attorney General in Idaho and also during his brief service to the Nation during his brief term as Senator from the great State of Idaho.

Mr. Speaker, I offer a resolution (H. Res. 389).

The Clerk read as follows:

Resolved, That the House has heard with profound sorrow of the death of Hon. BERT H. MILLER, a Senator of the United States from the State of Idaho.

Resolved, That the Clerk communicate these resolutions to the Senate and transmit a copy thereof to the family of the deceased Senator.

Resolved, That a committee of four Members be appointed on the part of the House to join the committee appointed on the part of the Senate to attend the funeral.

The resolution was agreed to.

The SPEAKER. The Chair appoints as members of the funeral committee the gentleman from Idaho [Mr. WHITE], the gentleman from Arizona [Mr. PATTEN], the gentleman from Oregon [Mr. ANCELL], and the gentleman from Idaho [Mr. SANBORN].

The SPEAKER. The Chair recognizes the gentleman from West Virginia [Mr. KEEL].

PARLIAMENTARY INQUIRY

Mrs. ROGERS of Massachusetts. Mr. Speaker, a parliamentary inquiry.

The SPEAKER. The gentlewoman will state it.

Mrs. ROGERS of Massachusetts. It is my understanding, Mr. Speaker, that under the new rules of the House that a bill must be taken up the twenty-first day after the Rules Committee has not acted. There was before the committee a hospital construction bill, but my understanding is that it will not be taken up for action today, and the veterans will not receive any hospitalization or any additional hospital beds. There are 100 veterans in jail today, and 50 in Pennsylvania.

The SPEAKER. The gentlewoman is making a speech. For what purpose does she rise?

Mrs. ROGERS of Massachusetts. Mr. Speaker, I ask if on tomorrow, for instance, the hospital construction bill can be taken up. That will be the twenty-second day.

The SPEAKER. It can be taken up only by unanimous consent or if the Committee on Rules reports a rule.

Mrs. ROGERS of Massachusetts. It has not reported a rule. The gentleman from Mississippi knows the exact number of beds—

The SPEAKER. The Chair has already recognized the gentleman from West Virginia [Mr. KEE]. Is he willing to yield for these matters?

Mrs. ROGERS of Massachusetts. Will the gentleman yield for a parliamentary inquiry?

Mr. KEE. Yes, Mr. Speaker; I yield for a parliamentary inquiry only.

Mrs. ROGERS of Massachusetts. I thank the gentleman.

Mr. RANKIN. When the gentleman from West Virginia gets through, I expect to take up this bill for the construction of these hospitals. It has already been appropriated for, and I hope the Members will stay here and help us put it through.

Mrs. ROGERS of Massachusetts. I should like to say to the gentleman from Mississippi that if the filibuster continues and he cannot bring that bill up, he cannot take the bill up for action tomorrow.

Mr. RANKIN. We cannot take it up tomorrow. If it fails to pass today, we will have to carry it over to January. We might as well understand that. I hope the Members of the House will stay here and help us put it through.

Mr. KEE. Mr. Speaker, pursuant to the provisions of rule XI (2) (c), I call up House Resolution 350, which has remained in the Committee on Rules for more than 21 days without being reported.

The Clerk read the resolution, as follows:

Resolved, That immediately upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the joint resolution (H. J. Res. 334) to amend certain laws providing for membership and participation by the United States in certain international organizations. That after general debate, which shall be confined to the joint resolution and continue not to exceed 1 hour, to be equally divided and controlled by the chairman and the ranking minority member of the Committee on Foreign Affairs, the joint resolution shall be read for amendment under the 5-minute

rule. At the conclusion of the consideration of the joint resolution for amendment, the Committee shall rise and report the joint resolution to the House with such amendments as may have been adopted and the previous question shall be considered as ordered on the joint resolution and amendments thereto to final passage without intervening motion except one motion to recommit.

Mr. KEE. Mr. Speaker, I believe under the rules we have 1 hour on this rule; is that correct?

The SPEAKER. The gentleman is correct.

Mr. KEE. I yield 30 minutes to my colleague the gentleman from Minnesota [Mr. Judd], the ranking member of the subcommittee that considered this measure, and yield myself now 10 minutes.

Mr. Speaker, this rule makes in order the consideration of House Joint Resolution 334, to amend certain laws providing for membership and participation by the United States in certain international organizations. It will also authorize the appropriation of certain amounts of moneys, so much for each of the organizations affected, to pay our annual contributions.

The five organizations affected by this joint resolution are the American International Institute for the Protection of Childhood, the Food and Agriculture Organization, the South Pacific Commission, the World Health Organization, and the International Labor Organization.

Heretofore we have contributed annually our proportionate part of the expenses of operating these institutions, and those contributions have been authorized by the Foreign Affairs Committee and appropriated by the Committee on Appropriations under the general authorization. At the present session of Congress a bill was drafted and submitted to our committee which provided, in fact, for removing the ceilings from these appropriations. That bill was considered by the full Committee on Foreign Affairs and was referred to a subcommittee which, after due consideration, concluded that it would be advisable to put a ceiling upon the appropriations in order that the appropriations might be reviewed at each session of Congress and the action and conduct of these international organizations be subject to the scrutiny of the Congress. Therefore, after careful consideration the subcommittee drafted a new joint resolution in which, so far as is possible, they placed a ceiling upon our contributions. Our contributions to the organizations represent our proportionate share of the regular budget of the different organizations.

In the case of the American International Institute for the Protection of Childhood, that organization has been in existence for a period of about 20 years. So there is nothing new about that organization. But recently and for some time we have fallen in arrears in paying our contribution. In that organization we had a ceiling of \$2,000. That was only about 12½ percent of the total cost of the operation of the organization. As the budget of that organization has been increased, this bill will raise our contribution to \$10,000 a year and also provide

for the appropriation of \$24,000 to pay our arrears. In other words, we are behind in our dues to that organization, and we are paying up such arrears by the authorization of \$24,000.

The cost to the United States of that organization is, possibly, the smallest of any of them. As all of you know from past history, from the time of UNRRA to the present we have been ordinarily paying about 47 percent of the cost of these different organizations. These amounts are being gradually cut down even though the work of the organizations is being increased. Now we are paying in some instances not over 30 percent and in another instance not over 20 percent. The United Nations has determined that it is not proper for any country to pay more than one-third of the cost of the operation of any international organization organized within the framework of the United Nations.

We have in the resolution the food and agriculture organization. This organization has increased its budget, and because of that increase we have increased the authorization of the amount necessary to carry on the organization from \$1,250,000, which was the ceiling heretofore, to \$2,000,000, making an increase of \$750,000. That does not mean we have increased our contribution. It means we have raised the ceiling, in each case giving a margin for exceptional incidents which may happen during the course of a year and make it necessary to seek an appropriation to increase our contribution.

We have here also the South Pacific Commission. Our contributions to that organization have been heretofore \$20,000 per year. We have an additional assessment for that organization of \$55,000, and we placed a ceiling on that at \$75,000. On the world health organization our former contributions were \$1,920,000. That has been increased, by reason of the enlargement of the program of the organization and an additional increase in the budget, to \$3,000,000.

The International Labor Organization has broadened its program of operations, all of which will appear in the very excellent report made by this committee. Our contribution in that case has been increased from \$1,091,000 to \$1,750,000.

This subcommittee held hearings upon this joint resolution for several days. A number of witnesses who were acquainted with the operations of the organizations, to which we have contributed and to which we must contribute, testified and put their stamp of approval upon the organizations.

There are about 30 different organizations in South America, all of which the subcommittee and the full Committee on Foreign Affairs is looking into, with the hope of combining all of these operations into a lesser number.

The SPEAKER. The time of the gentleman from West Virginia [Mr. KEE] has expired.

Mr. KEE. Mr. Speaker, I yield myself two additional minutes.

Mr. RICH. Mr. Speaker, will the gentleman yield?

Mr. KEE. I yield.

Mr. RICH. In looking over this committee report, I notice you are increasing all these items. Are they to be annual contributions?

Mr. KEE. They are annual contributions.

Mr. RICH. You are now increasing many of them more than twice what they were before.

Mr. KEE. That is because of the enlargement of their programs and an increase in their budgets. Our representatives in the organizations agreed to these increases. The increases are made by the organizations themselves, to which increases our agreement must be had in advance.

Mr. RICH. Is it not a fact that in the last month these foreign countries all reduced the price of silver, cut it down 50 percent, and naturally that would cause our money to be twice as valuable over there? So, why do you now increase our contributions? The first thing you know we will be paying four times as much as we were supposed to pay. I think those foreign countries are pulling the wool over the eyes of the Foreign Affairs Committee like nobody's business, and I think that after awhile the people of this country will be so sick and tired of the obligations that our Foreign Affairs Committee has placed on the taxpayers of this country, when they are not able to stand it, that there will be something doing. I do not know what will happen and you do not know what is going to happen. Probably bankruptcy for America. We are only wrecking this country by sticking our noses into the affairs of all these foreign countries. I attribute more of it to the Foreign Affairs Committee and to our State Department than anything else. I think the State Department we have and the way they have been handling foreign affairs just smells bad to me—I do not like it—they are more for foreign countries than for America.

Mr. KEE. I did not yield to the gentleman for a speech.

Mr. O'HARA of Minnesota. Mr. Speaker, will the gentleman yield?

Mr. KEE. I yield to the gentleman from Minnesota.

Mr. O'HARA of Minnesota. I wonder if my colleague would advise us how much the United States pays into similar international organizations? How much is it costing?

Mr. KEE. I am sorry, but I do not have that figure before me. There are a number of these organizations, some organized outside of the United Nations; some are part of the United Nations' program and organized within its framework.

Mr. O'HARA of Minnesota. I hope the gentleman will be able to get that.

Mr. KEE. I will be able to get that and put it in the Record.

Mr. RANKIN. Mr. Speaker, will the gentleman yield?

Mr. KEE. I yield to the gentleman from Mississippi.

Mr. RANKIN. I wonder if the gentleman would object to my offering as an amendment to his bill my bill to build these hospitals for the disabled veterans.

If we could get in under one of these foreign-aid bills, we would get all the

money we needed for disabled veterans and for veterans' hospitals. If the gentleman would accept it, I would offer my bill as an amendment to his.

Mr. KEE. I am in favor of hospitals, but I am afraid the gentleman's amendment would not be germane.

Mr. RANKIN. I am going to ask that we stay here tonight, then, until we can pass this veterans' hospital bill. The money has already been appropriated to build the hospitals which my bill authorizes.

Mr. TABER. Mr. Speaker, will the gentleman yield?

Mr. KEE. I yield to the gentleman from New York.

Mr. TABER. I am advised that we have 250 of these organizations and that they are all elaborate. I am wondering if the gentleman can explain that situation, that they are all operating on an elaborate basis, and as a result of it we are not getting anywhere internationally.

Mr. KEE. I believe the gentleman is mistaken when he says they are all operated on an elaborate basis. We have quite a number of these organizations operating in South America, it is true. Steps are being taken very rapidly, however, to combine those organizations into a lesser number, as I have previously stated.

The SPEAKER. The time of the gentleman from West Virginia has expired.

Mr. JUDD. Mr. Speaker, I yield myself 10 minutes.

Mr. EBERHARTER. Mr. Speaker, will the gentleman yield for a parliamentary inquiry?

Mr. JUDD. I yield to the gentleman from Pennsylvania.

Mr. EBERHARTER. Am I correct in assuming that we are in the Committee of the Whole?

The SPEAKER. We are in the House considering a rule on which there is an hour's debate.

CALL OF THE HOUSE

Mr. KEEFE. Mr. Speaker, I make the point of order that a quorum is not present.

The SPEAKER. Evidently no quorum is present.

Mr. COOPER. Mr. Speaker, I move a call of the House.

A call of the House was ordered.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 225]

Abbitt	Chudoff	Gore
Albert	Clemente	Granahan
Andresen,	Cooley	Granger
August H.	Coudert	Grant
Barden	Crosser	Green
Baring	Davenport	Gregory
Barrett, Pa.	Davies, N. Y.	Gwinn
Barrett, Wyo.	Dawson	Hall,
Bates, Ky.	Dingell	Edwin Arthur
Bentsen	Dollinger	Hall,
Blackney	Donohue	Leonard W.
Bland	Douglas	Halleck
Blatnik	Eaton	Harden
Bonner	Ellsworth	Harrison
Breen	Elston	Harvey
Buchanan	Fellows	Hays, Ohio
Buckley, N. Y.	Flood	Hebert
Bulwinkle	Fogarty	Heffernan
Byrne, N. Y.	Gamble	Heller
Cannon	Garmatz	Hill
Celler	Gary	Hinshaw
Chatham	Gilmer	Hoeven

Hoffman, Ill.	Mason	Sadlak
Holifield	Miller, Neb.	St. George
Huber	Mitchell	Secrest
Irving	Morgan	Shafer
Jackson, Calif.	Morrison	Simpson, Pa.
Javits	Morton	Smathers
Jenkins	Multer	Smith, Ohio
Jennings	Murphy	Smith, Va.
Keating	Murray, Tenn.	Stanley
Kennedy	Norblad	Tauriello
Keogh	Pfeifer,	Taylor
Kilburn	Joseph L.	Thomas, N. J.
Klein	Pfeiffer	Thornberry
Lane	William L.	Towne
Larcade	Phillips, Calif.	Underwood
Lesinski	Phillips, Tenn.	Vinson
Lichtenwalter	Poage	Wadsworth
Lind	Powell	Walsh
Lucas	Preston	Walter
McCarthy	Quinn	Welchel
McDonough	Ramsay	Whitaker
McGrath	Redden	Wier
McKinnon	Reed, Ill.	Winstead
McSweeney	Regan	Withrow
Mack, Ill.	Ribicoff	Wood
Macy	Richards	Woodhouse
Mansfield	Rivers	Worley
Marcantonio	Rooney	
Martin, Mass.	Roosevelt	

The SPEAKER. Two hundred and eighty-six Members have answered to their names. A quorum is present.

By unanimous consent, further proceedings under the call were dispensed with.

DISTRICT OF COLUMBIA LEGISLATION

Mr. McCORMACK. Mr. Speaker, I ask unanimous consent that it may be in order to take up District of Columbia business on Thursday next.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

PAYMENTS BY THE ADMINISTRATOR OF VETERANS' AFFAIRS ON THE PURCHASE OF AUTOMOBILES

Mr. RANKIN. Mr. Speaker, I ask unanimous consent to recommit the conference report on the bill (S. 2115) to authorize payment by the Administrator of Veterans' Affairs on the purchase of automobiles and other conveyances by certain disabled veterans, and for other purposes.

The SPEAKER. Without objection, it is so ordered.

There was no objection.

Mr. RANKIN submitted the following conference report and statement on the bill (S. 2115) to authorize payment by the Administrator of Veterans' Affairs on the purchase of automobiles and other conveyances by certain disabled veterans, and for other purposes, for printing in the RECORD:

CONFERENCE REPORT (H. REPT. NO. 1394)

The committee of conference on the disagreeing votes of the two Houses on the amendment of the House to the bill (S. 2115) to authorize payments by the Administrator of Veterans' Affairs on the purchase of automobiles or other conveyances by certain disabled veterans, and for other purposes, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its disagreement to the amendment of the House and agree to the same.

J. E. RANKIN,
A. LEONARD ALLEN,
CLIN E. TEAGUE,

Managers on the Part of the House.

CLAUDE PEPPER,
LISTER HILL,
WAYNE MORSE,

Managers on the Part of the Senate.

STATEMENT

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendment of the House to the bill (S. 2115) to authorize payments by the Administrator of Veterans' Affairs on the purchase of automobiles or other conveyances by certain disabled veterans, and for other purposes, submit the following statement in explanation of the effect of the action agreed upon and recommended in the accompanying conference report as to such amendment, namely:

The bill as passed by the Senate was restricted to veterans of World War II. The Committee on Veterans' Affairs, House of Representatives, in reporting the bill added veterans of World War I and left the other provisions of the bill unchanged. The conference agreement provides for the acceptance of the bill as passed by the House, with World War I and World War II veterans who meet the qualifications of the bill, eligible for specially equipped automobiles.

JOHN E. RANKIN,
A. LEONARD ALLEN,
OLIN E. TEAGUE,

Managers on the Part of the House.

EXTENSION OF REMARKS

Mr. BREHM asked and was given permission to extend his remarks in the RECORD.

Mr. REED of New York asked and was given permission to extend his remarks in the RECORD in two instances, containing material which he prepared with reference to social security.

Mr. PLUMLEY asked and was given permission to extend his remarks in the RECORD.

Mr. PATTERSON asked and was given permission to extend his remarks in the RECORD and include two newspaper articles.

Mr. BOYKIN asked and was given permission to extend his remarks in the RECORD and include a statement by Secretary Matthews.

RURAL TELEPHONES

Mr. COOLEY. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the bill H. R. 2960, an act to amend the Rural Electrification Act to provide for rural telephones, and for other purposes, with Senate amendments, disagree to the Senate amendments, and agree to the conference asked by the Senate.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from North Carolina? [After a pause.] The Chair hears none, and appoints the following conferees: Mr. COOLEY, Mr. POAGE, Mr. PACE, Mr. GRANT, Mr. HOPE, Mr. AUGUST H. ANDRESEN, and Mr. MURRAY of Wisconsin.

SUPPLEMENTAL APPROPRIATIONS FOR FISCAL YEAR 1950—CONFERENCE REPORT

Mr. CANNON submitted the following conference report and statement on the bill (H. R. 6008) making supplemental appropriations for the fiscal year ending June 30, 1950, and for other purposes:

CONFERENCE REPORT (H. REPT. NO. 1387)

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H. R. 6008) making supplemental appropriations for the fiscal year ending June 30, 1950, and for other purposes, having met, after full and

free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its amendments numbered 6, 8, 13, 14, 19, 20, and 24.

That the House recede from its disagreement to the amendments of the Senate numbered 1, 4, 15, 16, 17, 18, 23, 28, 29, and 30, and agree to the same.

Amendment numbered 7: That the House recede from its disagreement to the amendment of the Senate numbered 7, and agree to the same with an amendment, as follows: In lieu of the sum proposed by said amendment insert "\$2,700,000"; and the Senate agree to the same.

Amendment numbered 10: That the House recede from its disagreement to the amendment of the Senate numbered 10, and agree to the same with an amendment, as follows: In lieu of the sum proposed by said amendment insert "\$4,250,000"; and the Senate agree to the same.

Amendment numbered 12: That the House recede from its disagreement to the amendment of the Senate numbered 12, and agree to the same with an amendment, as follows: In lieu of the matter proposed by said amendment insert:

"NATIONAL CAPITAL SESQUICENTENNIAL COMMISSION"

"For expenses necessary for the National Capital Sesquicentennial Commission to prepare and carry out a program for the commemoration of the one hundred and fiftieth anniversary of the establishment of the seat of the Federal Government in the District of Columbia, as authorized by the Acts of July 18, 1947 (Public Law 203), and May 31, 1949 (Public Law 78), including personal services and rent in the District of Columbia; services as authorized by section 15 of the Act of August 2, 1946 (5 U. S. C. 55a); and such construction or other expenses as may now be authorized by law; \$3,000,000."

And the Senate agree to the same.

Amendment numbered 22: That the House recede from its disagreement to the amendment of the Senate numbered 22, and agree to the same with an amendment, as follows: In lieu of the sum proposed by said amendment insert "\$8,000,000"; and the Senate agree to the same.

The committee of conference report in disagreement amendments numbered 2, 3, 5, 9, 11, 21, 25, 26, and 27.

CLARENCE CANNON,
JOHN H. KERR,
LOUIS C. RAEAUT,

Managers on the Part of the House.

KENNETH MCKELLAR,
CARL HAYDEN,
RICHARD B. RUSSELL,
STYLES BRIDGES,
CHAN GURNEY,

Managers on the Part of the Senate.

STATEMENT

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H. R. 6008) making supplemental appropriations for the fiscal year ending June 30, 1950, and for other purposes, submit the following report in explanation of the conference report as to each of such amendments, namely:

Amendment No. 1, relating to the Senate: Inserts heading.

Amendments Nos. 2 and 3, relating to the Senate: Reported in disagreement.

Amendment No. 4, relating to the Senate restaurant: Inserts heading.

Amendment No. 5, relating to the Senate restaurant: Reported in disagreement.

Amendment No. 6, relating to Capitol Building, Architect of the Capitol: Deletes provision of the Senate appropriating \$5,000 for improvements, as proposed by the House.

Amendment No. 7, relating to Housing and Home Finance Agency: Appropriates \$2,700,000 for salaries and expenses, Office of the

Administrator, instead of \$2,500,000, as proposed by the House, and \$2,900,000, as proposed by the Senate.

Amendment No. 8, relating to Housing and Home Finance Agency: Provides for the purchase of two passenger motor vehicles, as proposed by the House, instead of three, as proposed by the Senate.

Amendment No. 9, relating to Housing and Home Finance Agency: Reported in disagreement.

Amendment No. 10, relating to the Public Housing Administration: Appropriates \$4,250,000 for administrative expenses instead of \$4,125,000, as proposed by the House and \$4,375,000, as proposed by the Senate.

Amendment No. 11, relating to the Public Housing Administration: Reported in disagreement.

Amendment No. 12: Appropriates \$3,000,000 for the National Capital Sesquicentennial Commission, as proposed by the Senate.

Amendment No. 13, relating to the United States Maritime Commission: Deletes provision of the Senate appropriating \$25,000,000 for the repair of vessels in national defense reserve, as proposed by the House.

Amendment No. 14, relating to the Office of the Corporation Counsel, District of Columbia: Deletes provision of the Senate appropriating \$11,660 for this office, as proposed by the House.

Amendment No. 15, relating to the Health Department, District of Columbia: Appropriates \$103,065.65 as an additional amount for medical charities, 1948, as proposed by the Senate.

Amendment No. 16, relating to day-care centers, District of Columbia: Appropriates \$100,000 for nurseries and nursery schools, as proposed by the Senate, instead of \$50,000, as proposed by the House.

Amendment No. 17, relating to settlement of claims and suits, District of Columbia: Appropriates \$8,198.03 for the payment of claims in excess of \$250, as proposed by the Senate, instead of \$6,950, as proposed by the House.

Amendments Nos. 18 and 19, relating to Farm Housing, Department of Agriculture: Delete center heading, as proposed by the Senate, and appropriate \$3,000,000 for salaries and expenses, as proposed by the House, instead of \$3,100,000, as proposed by the Senate.

Amendment No. 20, relating to the Forest Service, Department of Agriculture: Appropriates \$325,000 for emergency reconstruction and repair, as proposed by the House, instead of \$450,000, as proposed by the Senate.

Amendment No. 21, relating to Rural Electrification Administration, Department of Agriculture: Reported in disagreement.

Amendment No. 22, relating to Bureau of the Census, Department of Commerce: Appropriates \$8,000,000 for a census of housing under provisions of the Housing Act of 1949 instead of \$7,500,000, as proposed by the House, and \$8,500,000, as proposed by the Senate.

Amendment No. 23, relating to the Bureau of Indian Affairs, Department of the Interior: Appropriates \$150,000 for construction of buildings and utilities, as proposed by the Senate.

Amendment No. 24, relating to roads, administered by the Bureau of Indian Affairs, Department of the Interior: Appropriates \$98,500, as proposed by the House, instead of \$154,300, as proposed by the Senate.

Amendment No. 25, relating to the National Park Service, Department of the Interior: Reported in disagreement.

Amendment No. 26, relating to salaries and expenses, Department of State: Reported in disagreement.

Amendment No. 27, relating to the Bureau of Internal Revenue, Treasury Department: Reported in disagreement.

for defrauding her employees and submitting false wage receipts to the court.

Miss Paxson has been found in violation of wage-hour provisions on four separate occasions. Sweaters for which home workers received only \$3 were sold at Miss Paxson's Atlantic City shop for as much as \$50. She also shipped sweaters to shops in other States, investigators of the United States Labor Department's Wage and Hour and Public Contracts Division found.

The sentence imposed by Judge Madden follows a previous contempt conviction in the same court, on April 25, 1947. At that time Miss Paxson was charged with failure to carry out the court's order to pay the \$4,277 in back wages found due to her employees. The defendant had pleaded guilty to violations of the overtime provisions of the Fair Labor Standards Act, falsification of wage and hour records, and failure to pay the minimum wage, then 40 cents an hour.

Six months later, on October 24, 1947, Miss Paxson's attorney informed the court she had made payments of all sums due the employees and claimed that receipts had been submitted to the Wage and Hour Division. The court dismissed the action, believing settlement had been made. More recently, wage-hour investigators found that these receipts had been falsified or signed under misapprehension by employees. In many cases no back wages had been paid employees; in other instances only token payments had been made. In some cases, these partial payments were made by Miss Paxson only after she had learned that the wage-hour investigators were interviewing those who had signed receipts.

PERMISSION TO ADDRESS THE HOUSE

Mr. VAN ZANDT. Mr. Speaker, I ask unanimous consent to address the House for 1 minute and to revise and extend my remarks.

The SPEAKER. Is there objection to the request of the gentleman from Pennsylvania?

There was no objection.

[Mr. VAN ZANDT addressed the House. His remarks appear in the Appendix of today's RECORD.]

ONE HUNDREDTH ANNUAL REPORT OF BOARD OF DIRECTORS OF PANAMA RAILROAD—MESSAGE FROM THE PRESIDENT OF THE UNITED STATES

The SPEAKER laid before the House the following message from the President of the United States, which was read, and together with the accompanying papers referred to the Committee on Merchant Marine and Fisheries:

To the Congress of the United States:

I transmit herewith, for the information of the Congress, the One Hundredth Annual Report of the Board of Directors of the Panama Railroad Company for the fiscal year ended June 30, 1949.

HARRY S. TRUMAN.

THE WHITE HOUSE, June 21, 1950.

EXTENSION OF REMARKS

Mr. ALLEN of Illinois. Mr. Speaker, I ask unanimous consent to extend my remarks and include an address by a great Texan.

The SPEAKER. Is there objection to the request of the gentleman from Illinois?

There was no objection.

[The matter referred to appears in the Appendix.]

Mr. WOLVERTON asked and was given permission to extend his remarks in three instances; in two, to include his own speeches, and in one, a speech of the president of the New Jersey Bar Association.

Mr. McCULLOCH asked and was given permission to extend his remarks.

Mr. JUDD asked and was given permission to extend his remarks in two instances and include extraneous matter; and also to extend his remarks on the conference report on the CCC bill.

Mr. O'KONSKI asked and was given permission to extend his remarks and include a resolution.

Mr. JOHNSON asked and was given permission to extend his remarks and include an editorial.

Mr. CRAWFORD asked and was given permission to extend his remarks and include an editorial.

Mr. MADDEN asked and was given permission to extend his remarks in two instances; in one to include a resolution passed by the Polish American Council on Constitution Day; and in the other to include a resolution passed by the Common Council of the City of East Chicago, Ind.

Mr. ROONEY asked and was given permission to extend his remarks and include a platform adopted by the Ninth Biennial State Convention of Affiliated Young Democrats of New York City.

Mr. KRUSE asked and was given permission to extend his remarks and include an editorial from the June 6 issue of the Fort Wayne Gazette.

Mr. LUCAS asked and was given permission to extend his remarks and include an editorial on the tidelands decision which appeared in the Union Banner, Fort Worth's labor paper.

Mr. QUINN (at the request of Mr. LYNCH) was given permission to extend his remarks and include extraneous matter.

Mrs. DOUGLAS asked and was given permission to extend her remarks in five separate instances and in each to include extraneous matter.

Mr. GRANT asked and was given permission to extend his remarks and include an editorial.

Mr. HAGEN asked and was given permission to extend his remarks and include an article on the subject of trees and soil conservation.

Mr. WOODRUFF asked and was given permission to extend his remarks and include an editorial.

Mr. MARTIN of Iowa asked and was given permission to extend his remarks and include a speech by the Honorable HUGH D. SCOTT, JR., of Pennsylvania.

UNITED STATES PARTICIPATION IN INTERNATIONAL ORGANIZATIONS

Mr. KEE. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the resolution (H. J. Res. 334) to amend certain laws providing for membership and participation by the United States in certain international organizations.

The motion was agreed to.

Accordingly the House resolved itself into the Committee of the Whole House

on the State of the Union for the consideration of House Joint Resolution 334, with Mr. HOLIFIELD in the chair.

The Clerk read the title of the resolution.

By unanimous consent, the first reading of the resolution was dispensed with.

Mr. KEE. Mr. Chairman, I yield myself 15 minutes.

(Mr. KEE asked and was given permission to revise and extend his remarks.)

Mr. KEE. Mr. Chairman, at the time of the adoption of the rule for the consideration of the pending bill, House Joint Resolution 334, I addressed the House briefly, naming the five international organizations involved in the proposed legislation. I also stated, as to each of the five, the amount of the present annual assessment of the United States for the maintenance of such organization, as well as the amount in each case, of the assessment proposed by the resolution we are now considering.

I feel that it is well to again give this same information to the Members of the House.

The organizations included in the provisions of the measure under consideration are as follows:

First. The Food and Agricultural Organization.

Second. The South Pacific Commission.

Third. The American International Institute for the Protection of Childhood.

Fourth. The World Health Organization.

Fifth. The International Labor Organization.

While a history of the five organizations, including the date and circumstances under which they were instituted, would be interesting, the time at our disposal precludes us from going into such details. As a matter of fact, information of that character would have but little, if any, bearing upon the issues involved in the measure now under consideration.

In passing, however, it might be well to call attention to some facts about the origin and purpose of each of the five organizations included in the legislation.

The Food and Agricultural Organization is the first of the new permanent United Nations Organizations to be established. It came into existence at Hot Springs, Va., in the year 1945 as a direct result of United States initiative. It is one of the specialized agencies of the United Nations.

The South Pacific Commission was established following an agreement, signed at Canberra, Australia, on February 6, 1947, between the United States, the United Kingdom, Australia, France, the Netherlands, and New Zealand, all Governments possessing non-self-governing territories in the South Pacific area. The principal function of the Commission is the development of a cooperative effort on the part of the several countries, parties to the agreement, to promote the social and economic welfare of the inhabitants of the territories within the scope of the Commission.

The American International Institute for the Protection of Childhood was established in 1925, with Uruguay taking the leadership in the movement. Membership in the organization has so far been confined to the Latin-American countries and the United States. It is now a specialized agency of the Organization of American States. Its headquarters are located at Montevideo, Uruguay. The organization is perhaps the most popular of all similar organizations with the South American nations. As its name implies, its interest and operations are in the field of child welfare.

The World Health Organization is one of the specialized agencies of the United Nations. It was established in 1948. The organization has made significant headway in formulating plans, and, indeed, in carrying forward the long-term work for which it was established. It is because of this very progress, entailing, as it does, additional expenditures and necessitating an increase in budget, that calls for an increase in the contributions of all member nations and makes necessary this legislation.

The International Labor Organization, the oldest of all the international agencies now functioning, is the instrumentality through which 60 member countries get together in consultation and effort to work out international standards to improve conditions of labor

and employment. It must be understood that this is actually not a labor organization in the sense the name usually implies. It is actually an organization in which representatives of management, government, and labor have a part. The organization was established in 1919, as an independent agency of the League of Nations. The United States became a member in 1934, and in 1946, the organization acquired the status of a specialized agency of the United Nations.

I shall now pass to the purpose of the legislation now before us. The object of the resolution is to raise to some extent the ceilings placed by former acts of the Congress on the appropriations necessary to pay the contributions of the United States Government toward the support of the five organizations I have named.

I shall take the organizations, one at a time, in the order already used, state the sum the United States has been heretofore contributing, the proposed new assessment in each case, the additional amount this Nation will be asked to pay during the present year, and the ceiling proposed by the pending legislation we now have under consideration.

The table I hold in my hand, and from which I read, supplies the information I have mentioned. It will appear in the RECORD in connection with my remarks.

Organization	Present legislative ceiling	Proposed legislative ceiling	Maximum possible increase in United States assessment	Proposed 1-time contribution	1950 assessment of organization	Increase in assessment over present ceiling
American International Institute for the Protection of Childhood.....	\$2,000	\$10,000	\$8,000	\$24,000	\$10,000	\$8,000
Food and Agriculture Organization.....	1,250,000	2,000,000	750,000	-----	1,355,000	105,000
South Pacific Commission.....	20,000	75,000	55,000	-----	32,575	12,575
World Health Organization.....	1,920,000	3,000,000	1,080,000	560,000	2,520,000	600,000
International Labor Organization.....	1,091,739	1,750,000	658,261	-----	1,269,870	178,131
Total.....	4,283,739	6,835,000	2,551,261	584,000	5,187,445	903,706

In connection with the International Labor Organization, we have heard some question raised with reference to its duties and the possibility of its adopting conventions which will force its will upon the different countries that are members of the organization. It has been said in some quarters that the International Labor Organization will propose that some of its conventions, adopted at its annual meetings, be put into effect without any ratification on the part of the different member countries. That idea is absolutely erroneous.

Mr. PHILLIPS of California. Mr. Chairman, will the gentleman yield?

Mr. KEE. I yield.

Mr. PHILLIPS of California. My question is in regard to the amount the gentleman gave as to the total increases. They add up to something like \$4,000,000, although the gentleman gave a figure which was slightly less than \$1,000,000. I thought perhaps the gentleman would like to correct that.

Mr. KEE. The total increase was \$903,706, approximately \$1,000,000.

Mr. JUDD. That is for ILO alone.

Mr. KEE. No.

Mr. JUDD. The increase for all five is about \$2,500,000.

Mr. KEE. The gentleman is right insofar as the ceilings are concerned. But the increase in the assessments against the United States by all five organizations amounts to the figure I have stated, \$903,706. It is an increase of \$8,000 in the case of the American International Institute for the Protection of Childhood. The increase on FAO is \$105,000. The increase on the South Pacific Commission is \$12,572. The increase on the WHO is \$600,000. The increase on the ILO is \$178,131. This makes a total of \$903,706.

That is the increase in the assessments. As to the increases in the ceiling there is a latitude and a possible increase may amount to \$2,551,000.

Mr. JUDD. Mr. Chairman, will the gentleman yield?

Mr. KEE. I yield.

Mr. JUDD. And it is true, is it not, that the total increase of \$2,500,000, approximately, in the ceilings could never be used except as other countries belonging to these organizations increase their contributions in exactly the same proportion?

Mr. KEE. That is right; it must be in the same ratio.

Mr. MILLER of Nebraska. Mr. Chairman, will the gentleman yield?

Mr. KEE. I yield.

Mr. MILLER of Nebraska. I notice in House Report 1257, at pages 25 and 26, I have counted up the organizations to which the United States makes contributions. There are 48 or 49 organizations, and the total amount is \$128,734,489, which is 47²³/₁₀₀ percent of the amount of the total contributions to some 48 various international organizations to which we now belong and contribute; is that correct? Are the findings correct?

Mr. KEE. I presume they are correct, but the gentleman understands we are only dealing with five organizations here.

Mr. VORYS. Mr. Chairman, I yield 5 minutes to the gentleman from Minnesota, Dr. Judd.

Mr. JUDD. Mr. Chairman, this joint resolution grew out of a resolution which I introduced last year to increase the ceiling on American annual contributions to the World Health Organization. When a subcommittee was set up by the chairman of the Committee on Foreign Affairs to study that it came to our attention that four other organizations were faced with a similar problem. So the subcommittee held hearings and considered all five of the organizations, and decided that, instead of introducing five separate resolutions, the convenient and proper way was to consider them altogether in a one-package bill, which we prepared and Chairman KEE introduced, with the unanimous approval of the full committee.

As a result we have House Joint Resolution 334 before us today. There are two main questions that arise. First, should there be definite ceilings in the legislation by which the United States participates in and makes contributions to these international organizations? And second, what should the ceiling be for each organization? Members may recall that for most of the organizations which we joined prior to the Eightieth Congress, including some that we have been in for many, many years, there were no such ceilings. When we joined the United Nations itself, when we joined its first specialized agencies, like UNESCO, the Universal Postal Union, and others, no such ceilings were provided. Then there developed in one or two organizations situations which we could not approve. One or two of the organizations came to be dominated by groups which tended to operate in directions which we felt were not wholly in our interest or in the direction of freedom and human betterment. Also, in instances where the United States was providing more than half of the budget—in some cases up to 72 percent as we did with UNRRA—and all the rest of the world had to put up only \$1 to get about \$3 out of the United States, it was understandable that they would never willingly give up so good a proposition as that. On the contrary they would inevitably tend to continue and expand its activities with minimum contributions from themselves and maximum contributions from us.

Our committee felt that was a bad setup. It might be justified occasionally in a temporary organization for emergency relief, but it is not justified in permanent organizations to which we would be

making contributions annually. So in the later organizations we joined we provided ceilings in the authorizing legislation to permit annual review by Congress, to prevent our paying too large a share of an international organization's budget, and to help control over appropriations vested in Congress, without any misunderstanding by the organizations or their member countries.

Mr. BROWN of Ohio. Mr. Chairman, will the gentleman yield?

Mr. JUDD. I yield.

Mr. BROWN of Ohio. Are the provisions contained in this particular bill the same or practically the same as we defeated by the last Congress?

Mr. JUDD. No; this bill never came to a vote.

Mr. BROWN of Ohio. I do not mean this bill. I mean the items contained therein or the authorities contained therein.

Mr. JUDD. No.

Mr. BROWN of Ohio. We had before us in the first session of the Eighty-first Congress some of these proposals to increase the responsibility of the United States with reference to contributions to these international organizations. As I recall it, the House either refused to consider, or turned down those measures.

Mr. JUDD. This same resolution was before the House last October in the closing days of the first session. It did not get to a vote. It was being discussed one day under the 21-day rule, and before the time had expired it was laid aside for a conference report which had a deadline date on it, and it was not taken up again for consideration in the first session of the Eighty-first Congress or in this session until last week when the debate on the rule was concluded under the 21-day rule.

Mr. BROWN of Ohio. This bill provides for an increase in the contributions made by the United States to these international organizations of approximately \$800,000?

Mr. JUDD. The total increase in ceilings is approximately \$2,500,000. The increase in the amount that will be appropriated this next year is about \$900,000.

Mr. BROWN of Ohio. The gentleman does not have any doubt but that we will reach the ceiling?

Mr. JUDD. We will reach the ceilings only if the other countries increase their contributions proportionately. I think under those circumstances we should increase ours, up to the ceiling level if that is reached.

Mr. BROWN of Ohio. Do you in any way propose to reduce the percentage of contributions made by the United States to these organizations?

Mr. JUDD. No; this bill does not require reduction of percentage; but that is our Government's policy in all cases where our percentage is more than a third. It is much lower than that in many cases.

The CHAIRMAN. The time of the gentleman from Minnesota [Mr. JUDD] has expired.

Mr. VORYS. Mr. Chairman, I yield the gentleman five additional minutes.

Mr. BROWN of Ohio. Originally, of course, when the United States first entered into these agreements, if I recall correctly, many of the other nations which were members of these various UN organizations, were in very difficult economic situations. It was impossible for them to make heavy contributions. Since that time we have spent billions upon billions of dollars of American money to help those nations recover in an economic way. I am just wondering if we are taking into consideration the fact that those other countries now have a greater ability to bear their fair share of the load and are going to see that they do meet their fair share of responsibility, now that we have aided them to recover to such an extent they have 40 or 50 percent greater production of goods and commodities than prior to the war.

Mr. JUDD. I think that is a good question, and the answer is "Yes."

Mr. BROWN of Ohio. Now what action do you take? What guaranty is there, if any, that the burden on us will be reduced? If I support this legislation, how can I go back to my people and say, "We have acted to protect your interests?" What guaranty is there of that in this bill?

Mr. JUDD. There is no guaranty of that in the bill, and I do not see how we could insert it. We cannot try to dominate the organization or control the shares of other countries, any more than we intend to let them control our appropriations. Let me point out the percentages now in existence. The United States is contributing 25 percent of the budget of the Food and Agricultural Organization. Twelve and one-half percent of the South Pacific Commission. There are only six countries in that organization and we are one of the smallest contributors, because we have only a few islands in that area, whereas Great Britain, Australia, the Netherlands, and New Zealand have larger holdings, New Caledonia and other islands.

Our share of the World Health Organization's budget was almost 40 percent, originally. A year ago the organization under our persuasion, reduced it in a resolution which said precisely what the gentleman has suggested, namely, that as economic conditions improve in those countries it shall be the policy of the World Health Organization to reduce the share of the United States, so that ultimately not more than one-third of its budget should come from any one country. They reduced it to 36 percent last year, and in the meeting in Geneva a month ago they reduced it to 35 percent. I have every confidence that it will go down to 33½ percent.

Mr. BROWN of Ohio. As I understand it, you are dealing with 5 international organizations out of about 48?

Mr. JUDD. That is right.

Mr. BROWN of Ohio. The average increase on these five will be about two and one-half million, if everyone else puts up their full amount?

Mr. JUDD. That is the maximum increase.

Mr. BROWN of Ohio. What will be the reduction in percentage from the present figure the United States will be putting up under this bill?

Mr. JUDD. In the case of the World Health Organization, it will unquestionably go down to 33½ percent. I do not think the percentage of the ILO should go below the present 22 percent, or the South Pacific Commission below the present 12½ percent; or Food and Agriculture Organization below the present 25 percent.

Mr. BROWN of Ohio. If I can check correctly, the grand total of contributions, by the United States is \$128,734,000, or 47.23 percent of the total amounts furnished by all the other countries of the world to these various UN organizations.

Mr. JUDD. That is right.

Mr. BROWN of Ohio. The point I am driving at is simply this: When are we going to cut that percentage down and lessen the burden on our own people? We are now running a large deficit, the heaviest tax burden and the greatest national debt we have ever had in our history.

Mr. JUDD. If the gentleman will look in the appendix of the committee report he will find under the heading, United Nations and specialized agencies, two groups: permanent and temporary. There are three of the latter, the International Refugee Organization to which the United States contribution is over \$70,000,000; the United Nations International Children's Emergency Fund, for which we have authorized \$25,000,000, or 72 percent of its budget; and the third is United Nations Relief for Palestine Refugees, \$8,000,000. Since this report was prepared the Congress has voted about \$27,000,000 more for this one agency.

Mr. BROWN of Ohio. The gentleman says those are only temporary organizations?

Mr. JUDD. That is true, they are to provide relief in emergency situations arising out of war.

Mr. BROWN of Ohio. Has the gentleman ever heard of one of these temporary organizations being discontinued?

Mr. JUDD. Yes. For example, UNRRA, which was by far the biggest of all.

Mr. BROWN of Ohio. But in its place we devised something bigger and better, the ECA, and now this point 4 program, which I am sure will soon be larger than UNRRA ever thought of being.

What I am driving at is to ascertain, if I can, why on earth we in this Congress are not trying to protect the interests of the American taxpayers who are having to pay for all these world-wide organizations, and a lot of useless operations, like UNESCO, and some of those others which have not paid off. They have not paid off, and now we find ourselves spending the money of the people of this country in an armaments race and for defense preparations. Our expenditures in these international fields certainly have not accomplished what we started out to accomplish, and I am wondering

what we are doing to protect the interests of the American people.

Mr. JUDD. I have recently returned from the World Health Organization meeting in its annual assembly in Geneva, and I can assure the gentleman that the American representatives there took a strong, firm, persistent position that the United States could not be bled by increasing by any percentage the contributions from this country. A delegate from another country got up in that meeting and said that the contributions should be on the basis of ability to pay and that the United States was the most able because it had the highest per capita national income.

Mr. BROWN of Ohio. And the gentleman took a very strong stand that the United States could not continue to be bled in the way we have been bled and are being bled?

Mr. JUDD. That it could not be bled by increasing our percentage.

Mr. BROWN of Ohio. The gentleman meant "further."

Mr. JUDD. There were delegates from some countries who openly sought to increase our percentage and wanted to go back to the UNRRA formula of our paying 72 percent which was worked out by Mr. Acheson and his deputy, Mr. Hiss, in the Atlantic City conference which set up that organization.

Mr. BROWN of Ohio. By whom?

Mr. JUDD. By Mr. Acheson and Mr. Hiss. Mr. Acheson was our chief representative there and agreed to that formula for UNRRA.

Mr. BROWN of Ohio. I am sure that neither gentleman has contributed a great deal to the peace of the world or to the benefit of the United States.

Mr. JUDD. I mentioned that illustration because I wanted to show the gentleman that we have gotten away from that pattern of thinking. Some wanted to go back to it in the WHO Assembly, and I suppose they would like to in other organizations, too. They said that the United States on the basis of annual per capita income ought to be paying 72 percent now the same as in the case of UNRRA. But they will not succeed. We got up and said, among other things, that if they want to consider the per-capita income they should also consider the per-capita debt, and we pointed out that the per-capita debt of every American citizen is over \$1,700. We were able without difficulty to resist the pressure to increase our share. Instead of an increase there was a decrease.

The CHAIRMAN. The time of the gentleman from Minnesota has expired.

Mr. KEE. Mr. Chairman, I yield two additional minutes to the gentleman from Minnesota [Mr. JUDD].

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. JUDD. I yield to the gentleman from Iowa.

Mr. GROSS. I hope that when the foreign agent spoke up in meeting and said the contribution should be based upon ability to pay, the gentleman from Minnesota promptly reminded him that the United States debt was more than the debt of all the rest of the world put together.

Mr. JUDD. That is what we said; I myself pointed out that the per capita debt for every man, woman, and child in the United States was over \$1,700.

Mr. GROSS. The gentleman from Minnesota reminded him of that?

Mr. JUDD. I did, and as a result of our representation they reduced our percentage from 36 to 35. So I believe the interests of the American taxpayer were reasonably well protected; and I wish to add that the State Department representatives, and Dr. Scheele, the head of our Public Health Service, who was the chairman of the American delegation, were just as firm and vigorous as any Congressman could be in protecting the interests of the United States, which action I am sure is also in the interest of the organization.

It is just as bad for the organization itself as it is for the contributor, to have more than a third, and in my opinion, more than one-fourth of its budget coming from any one of its members.

Mr. PHILLIPS of California. Mr. Chairman, will the gentleman yield?

Mr. JUDD. I yield to the gentleman from California.

Mr. PHILLIPS of California. Is this an authorization for the expenditure of funds?

Mr. JUDD. It is, yes.

Mr. PHILLIPS of California. And this will have to go to the Appropriations Committee?

Mr. JUDD. Yes. This puts a limitation on the amount that we may contribute. The Appropriations Committee cannot go beyond these ceilings. It does not have to come up to them. As a matter of fact, the present request in one case is for only about 40 percent of the ceiling.

Mr. PHILLIPS of California. May we have it understood through the gentleman, then, that we have not, therefore, obligated ourselves to give immediately this full amount that has been mentioned?

Mr. JUDD. The gentleman may understand that firmly and definitely. As I have said, there has been no request for anything like the maximum as yet.

Mr. Chairman, before I yielded to answer questions, I stated that one of the basic questions in considering this subject is, Why should we have ceilings? I may say that there are some people, including the State Department, who believe we should not have such ceilings in legislation. I myself, and our committee, think we should have them, first, so it is understood by all concerned that the Congress has the right and intends to review every year what is going on in these organizations. Secondly, because we believe that you and I, having taken an oath to support the Constitution of the United States, cannot delegate to any other organization the determination of what our appropriations for any purpose are to be. I believe that in the case of these organizations that are proving themselves sound and are operating reasonable and useful programs that need moderate expansion, we should make larger contributions, but we should not allow any organization to get control over how much we should give or should not

give. Hence, I am firm in the belief that we should have ceilings. Whenever an organization has demonstrated that it is doing a good job and needs and can use advantageously a larger amount than our ceiling permits, and other countries will increase their contributions proportionately, I believe the Congress should be willing to raise our ceilings appropriately, which is what we seek to do by this joint resolution.

The CHAIRMAN. The time of the gentleman from Minnesota has expired.

Mr. VORYS. Mr. Chairman, I yield the gentleman two additional minutes.

Mr. JENNINGS. Mr. Chairman, will the gentleman yield?

Mr. JUDD. I yield to the gentleman from Tennessee.

Mr. JENNINGS. In the very interesting statement the gentleman is making he said a moment ago that Mr. Acheson was connected with something. Does the gentleman mean Dean Acheson, our present Secretary of State?

Mr. JUDD. Yes.

Mr. JENNINGS. And the gentleman also mentioned a Mr. Hiss. Was that Mr. Alger Hiss?

Mr. JUDD. Yes.

Mr. JENNINGS. There is an axiom of the law that fraud vitiates everything. Is there anything good that Alger Hiss ever did or that I ought to follow, adopt, or swallow, or jam down the necks of my people?

Mr. JUDD. The pattern that was adopted for UNRRA by those gentlemen is no longer being followed. The pattern in this resolution is a quite different sort of pattern. Under it the Congress, which I am sure the gentleman approves, has control over appropriations to the international organizations in question and nobody in the executive branch or in any other country or any organization can commit us to appropriate or contribute any amount to their support in excess of the limitations we here establish.

Mr. JENNINGS. This resolution makes it possible, if the Appropriations Committee should so far forget itself, to raise the appropriations \$2,500,000?

Mr. JUDD. A total increase of approximately \$2,500,000. I am sorry I have not had opportunity to discuss the work or merits of the individual organization. I believe they are all deserving of the increases provided.

The CHAIRMAN. The time of the gentleman from Minnesota has expired.

Mr. KEE. Mr. Chairman, I yield such time as he may desire to the gentleman from New York [Mr. ROOSEVELT].

Mr. ROOSEVELT. Mr. Chairman, I wish to urge most vigorously the adoption of House Joint Resolution 334, which will lend new strength to America's program of positive action for world peace. The reasons for expanding our support of these five agencies can be stated simply. First, they are proof to the rest of the world that our foreign policy is not limited to a negative drive to stop communism but rests on an affirmative desire to raise the standard of living of all the free peoples.

Three of the agencies involved here are part of the United Nations system,

and they are proving again and again the validity of the principles of international cooperation. These agencies are the World Health Organization, Food and Agriculture Organization, and the International Labor Organization. The other two agencies are the South Pacific Commission and the American International Institute for Protection of Childhood. There can be no doubt but that through our work in these organizations, too, we establish to the mass of the world's people, our good faith in international relations, the main responsibility for implementing total diplomacy which the President and Secretary of State have set down as our international goal.

It is a truism that of all of our representative institutions, this Chamber is closest to the American people. By adopting House Joint Resolution 334, we shall offer a forceful proof that our foreign policy draws its real strength from the whole country.

These organizations are so obviously resigned to eliminate the human suffering on which communism and other totalitarianisms feed, that it is inconceivable to me that anyone really anxious to oppose dictatorships can fail to support House Joint Resolution 334.

Perhaps the best known of these agencies is the International Labor Organization. Since 1919 the ILO has done a valiant job of raising the world living and working standards. It is a completely voluntary organization, in which the leading spokesmen for labor, management, and Government work out joint solutions to common problems. Since 1934 the United States has given its support to the ILO and we have every reason to continue to strengthen that support. At the present session, our Government is ably represented by Assistant Secretary of Labor Philip M. Kaiser and Senator HERBERT R. O'CONNOR, and our able colleague the gentleman from Pennsylvania, Congressman GUS KELLEY, is the alternate delegate. Our country's employers are represented by Charles P. McCormick, of McCormick & Co., and the labor spokesman is George P. Delaney, of the A. F. of L.

Adoption of House Joint Resolution 334, is the best and most immediate proof that we can give to the citizens of the world democracies that we are committed to a better life for them as well as for ourselves.

(Mr. ROOSEVELT asked and was given permission to revise and extend his remarks.)

Mr. KEE. Mr. Chairman, I yield such time as he may desire to the gentleman from Wisconsin [Mr. BIEMILLER].

Mr. BIEMILLER. Mr. Chairman, I hope there is no disposition in this House to treat the resolution before us, House Joint Resolution 334 as a matter of minor importance.

The sums of money concerned are relatively small. There are no great pressure groups working for or against passage. The resolution comes to the floor unheralded by headlines or radio broadcasts. But House Joint Resolution 334 is a piece of legislation which ranks with the Voice of America as a potential for making the force of our democratic

ideals known around the world. I believe its approval is imperative if we are to make progress in the multi-tongued battle of the free world against the Communists.

Just what does this resolution do? It would raise the ceiling on United States contributions to three specialized agencies of the United Nations: the World Health Organization, the Food and Agriculture Organization, and the International Labor Organization. It also provides for raising the ceilings on our contributions to the South Pacific Commission and the American International Institute for the Protection of Childhood.

Before we discuss the specific amounts involved and the reasons for requesting increased American aid, I want to say just a few words about our obligation to the United Nations itself. I am among those who believe that our conduct in that forum in which so much of world opinion is formed has been above reproach. I think we have done everything that we could to make the United Nations a success. That the United Nations is not yet a success is the fault of Soviet Russia and her all-obedient satellites. But there are those in the world, who remain unconvinced, who have lived too long in the shadow of distrust to place their trust easily.

These agencies of the United Nations are the best possible route to the end of that distrust. They are the best method of rehabilitating the United Nations as a force for peace in the world—and making it clear that this country is ever ready to work for world cooperation within the UN.

I am particularly interested in the matter of the World Health Organization. This unit has done a magnificent job under almost unbelievable handicaps. Yet as I speak, the United States has still not paid \$600,000 of its obligation to the current budget of the WHO. And unless this resolution passes, this Government will default that amount. Furthermore, the United States was not able to give any support to the new budget when the World Health Assembly approved that budget in Geneva on May 8.

I cannot believe the Members of Congress want to undermine the work of the World Health Organization. Many problems of public health have ceased to be matters for merely national concern. They must be solved by international teamwork. We have learned that the only sound long-range defense against epidemic diseases is an attack upon diseases at their source. Today the rapid increase in the speed and amount of travel has sharpened the threat of the invasion of our own shores by diseases that infest other areas. The World Health Organization is the international agency which has been created to carry on an integrated attack against disease everywhere. Each of its projects aiming at eliminating reservoirs of disease aids not only the people of the infested area, but all of us.

The World Health Organization, although it was not established as a permanent body until September 1943, has already paid rich dividends in human

lives, in better health, and in general economic improvement. The campaign against malaria in Greece, for example, has resulted in an almost 98-percent reduction in malaria cases, and has made available the equivalent of 30,000,000 man-days a year in increased labor.

WHO demonstration teams are operating in many countries showing local health personnel effective methods of combatting malaria and venereal disease. The largest mass immunization campaign in history, the antituberculosis campaign in Europe and other areas, is being carried on through the cooperative efforts of the WHO and the United Nations Children's Emergency Fund. A WHO fellowship program is making possible the training of hundreds of doctors, nurses, and other desperately needed health personnel.

WHO is making progress in applying the magnificent discoveries of modern science which have provided us for the first time truly effective weapons against disease. I am convinced that no one in this House would wish this progress impeded.

Yet, this is exactly what will happen if House Joint Resolution 334 is not approved. This resolution provides for raising the ceiling on the United States contribution to the World Health Organization from \$1,920,000 to \$3,000,000. I would like to emphasize that this is a maximum, not a minimum, amount. The budget of WHO has already been increased from \$5,000,000 to \$7,000,000, and although the United States share of the budget was reduced by the second World Health Assembly from 38.54 percent to 36 percent, our share of the present budget is \$2,520,000. This already exceeds the ceiling previously authorized by Congress.

On the other hand, the budget of the WHO is small indeed when the magnitude of its task is considered. WHO has completed its initial organization, and it now must have funds to carry out the field programs and other operations which are the core of its program. Without this, their objectives become a mockery and our claimed interest a sham.

It is not that the members of WHO expect the United States to carry more than its share of the load. On the contrary, the member states have all agreed that the United States share of the budget would be reduced gradually to 33½ percent as the economic conditions of other members improve.

The United States percentage is higher than that of any other state, but other members are contributing as much and more than the United States on a per capita basis. Our contribution amounts to a cent and one-half a year for each person in the United States, a very small investment for a program that is helping to protect our health, the health of the world, and more than that, I firmly believe, helping to preserve world peace.

The World Health Organization is not planning any major increase in its budget beyond the figure of \$7,000,000 voted for 1950. The budget for 1951, approved by the executive board of the WHO, which will be considered at the

world health assembly in May, is \$7,100,000—an increase of only \$100,000.

Our Committee on Foreign Affairs has examined the proposed plan of operations of WHO extremely carefully, and has declared in its report that—

It was made apparent that the organization is proceeding along sound lines avoiding temptation of trying too much too soon.

The committee concluded that—

The World Health Organization amply justifies confidence from the United States and the increased contribution is fully warranted.

I would like to add a final warning. If the United States defaults on its contributions to the World Health Organization for 1950, the organization will be required to reduce its operations. Furthermore, if the United States defaults, the support of the organization by other states may be greatly weakened. Other states may seize on the United States failure to meet its assessment as an excuse for also defaulting and an atmosphere be created which would result in breaking the back of the entire international health program.

This would be disastrous. The improvement of the health of the people in many areas is an integral part of our effort to improve economic conditions. We are spending billions to spur the economic recovery of Europe. The work of the World Health Organization contributes greatly to economic advancement, not only in Europe but in the underdeveloped areas of the world. We must not permit the World Health Organization to founder by failing to authorize an increase in our contribution to that organization of only slightly more than a million dollars. The failure of the WHO would be a blow to all of the international efforts to develop through the United Nations and its specialized agencies a foundation for enduring peace.

(Mr. BIEMILLER asked and was given permission to revise and extend his remarks.)

Mr. KEE. Mr. Chairman, I yield 5 minutes to the gentleman from Missouri [Mr. CARNAHAN].

Mr. CARNAHAN. Mr. Chairman, the legislation now before the House deals with the contributions which our Government shall make to five international organizations: the American International Institute for the Protection of Childhood, the Food and Agriculture Organization, the South Pacific Commission, the World Health Organization, and the International Labor Organization.

Adequate hearings were held, and the committee then considered in a number of sessions the problems raised by the needs of the groups involved. The committee considered the following questions:

(a) Whether or not an increase in United States contributions to the organizations concerned was justified.

(b) Whether ceilings should be eliminated as sought by the executive department, or whether new ceilings should be set, taking into consideration any need for increases.

(c) Whether the approach should be through one piece of legislation or

through five individual items of legislation.

The committee decided to recommend keeping limitations on contributions to the organizations involved and to deal with the problem in one piece of legislation. Thus, you have House Joint Resolution 334 before you for your consideration.

It should be helpful to give you a comparison of the money involved in this legislation in comparison to the total United States expenditures in the field of international organizations. This is done for you in appendix I of the committee report for the fiscal year 1949. The total contribution of the United States to permanent international organizations during that year was in round figures, \$24,500,000.

This figure represents about six tenths of the total expenditures of this Government in the fiscal year 1949. In relation to the Government's military expenditures in the same period, it stands in the ratio of 1 to 588. It stands as about 1 to 250 in relation to the Government's expenditures for foreign assistance for the like period.

In the determination of the fiscal position of the Nation, expenditures on permanent international organizations are thus a minor factor. This is not intended, however, to waive aside the importance of these expenditures or the necessity of considering them with care. To the contrary, these expenditures should be measured in accordance with principles of strict economy—not necessarily in the sense of economy which counts as lost every dollar spent, but rather in the sense of insisting that every dollar spent must be justified by results.

In the American philosophy of government, we look to public authority to do the things that are beyond the reach of individuals and private groups, and we look to the central government to do only those necessary things that cannot be done by the local units of government. A parallel exists in this respect in relation to national and international governmental activities.

Therefore we should look to international organizations to do those things, desirable in terms of human benefits, which are beyond the reach of nations acting alone. Thus we can reasonably expect international organizations to make an increasingly convincing demonstration to all men of the hope that lies ahead in the path of international cooperation.

Everyone should realize that international organizations cannot properly function if they are encased in a financial strait-jacket. Their areas and levels of action must be given reasonable room to function. Successful organizations must, in a measure, determine their own limits of value and action. By the very fact of their operation in one period, they will tend to transform situations so as to increase the needs of their activity in a subsequent period. Such growth is nothing more or less than a characteristic of success, and yet, such development must be kept within bounds and made to respond to reasonable standards.

Each of the organizations here involved is a voluntary group organized

and functioning as a democratic body. All the nations involved, including our own, are getting actual international democratic experience, which we all need. Each organization involved is actually applying the democratic concept of cooperation to the solution of problems they are each designed to cope with. This is an opportunity we should welcome. Are we then as a leading exponent of democracy going to withhold our encouragement of such action?

This legislation is, in my opinion, vitally necessary if we make the contribution we should make toward expanding and strengthening democratic concepts through the world. Such expansion and strength is necessary if we perpetuate our way of life. At such a comparatively small expenditure it would, of course, be utterly foolish to pursue any other course.

In closing, I earnestly urge all my colleagues to support this legislation in the interest of peace through international cooperation, understanding, and friendship.

(Mr. CARNAHAN asked and was given permission to revise and extend his remarks.)

Mr. VORYS. Mr. Chairman, I yield 8 minutes to the gentleman from Indiana [Mr. HARVEY].

(Mr. HARVEY asked and was given permission to revise and extend his remarks.)

Mr. HARVEY. Mr. Chairman, it was my privilege to go to Europe and the Near East last fall as a member of the Select Committee on Expenditures in the Executive Departments to look particularly into the operation of various United Nations Organizations. I followed this report with a great deal of interest. One of the organizations that we gave a great deal of attention to, because it was not an action agency, but one of the so-called advisory and technical information services, was the World Health Organization.

I note on page 19 of the committee report there is a statement of the testimony of Dr. Scheele, for whom I have a very high regard. This statement starts out this way:

WHO is a new organization. It is getting its feet wet. It is taking its first steps. It has gone a long way.

I suggest that, as I follow through other statements of the testimony, there is a definite philosophy prevalent, as evidenced by the testimony here, that they are going to utilize some of the functions of UNICEF, following its proposed extinction next year, to embark in other fields than a purely advisory and technical assistance program. In other words, WHO was set up as an advisory and technical assistance organization, but I have every reason to believe, from the committee print here, that there is going to be an attempt made to make it an action agency. I think that would be certainly detrimental to the theory under which WHO was organized, and I certainly would hope that that is not going to be the case.

Mr. JUDD. Mr. Chairman, will the gentleman yield?

Mr. HARVEY. I yield to the gentleman from Minnesota.

Mr. JUDD. I can give the gentleman categorical assurance that that is not going to be the case. I think that may be the major reason why the Russians and their satellites have refused to participate further in the work of the Organization. Apparently, they thought they could maneuver the World Health Organization into operating a great, expensive commodity-supply program, so that it would be furnishing powdered milk, vitamins, and what have you to the people in their areas as the UNICEF did for children. And when it became clear that WHO was sticking to technical assistance, not commodity supply, they pulled out. But there are certain medical operations that UNICEF has been carrying on in connection with tuberculosis, vaccination, and other public-health measures which should be on a permanent basis. When we do terminate the Children's Emergency Fund, because the emergency for which it was created has ended, then these long-term functions should be permanently under WHO.

Mr. HARVEY. That is exactly the thinking I am talking to the gentleman about.

Mr. JUDD. But it is not a supply program, it refers to the medical aspects of it.

Mr. HARVEY. As this says, you are going to get your feet wet. You are going to get them wet in an action agency. That is where you are headed just as sure as the world.

Mr. JUDD. It cannot be very large under this ceiling established in this resolution.

Mr. MANSFIELD. Mr. Chairman, will the gentleman yield?

Mr. HARVEY. I yield to the gentleman from Montana.

Mr. MANSFIELD. It has been the policy of the Congress to send a committee of Representatives from the House and Senate each year to sort of check on this organization. Last year we sent the gentleman from New York, Dr. PFEIFFER. This year we sent our distinguished colleague, the gentleman from Minnesota, Dr. JUDD. These people give a first-hand report on what is going on. In that way the Congress can remain cognizant of what these organizations are doing.

Mr. HARVEY. I am not casting aspersions at the gentleman from Minnesota, Dr. JUDD, at all. I am simply giving the report as I saw the picture over there.

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. HARVEY. I yield to the gentleman from Iowa.

Mr. GROSS. I do not quite understand what the gentleman means by an action agency. Is that when they get both feet in the trough and start spending billions of dollars instead of a few million?

Mr. HARVEY. I would say that the amount of spending as far as a United Nations organization is concerned is not a measure of whether they are an action agency or not. As the point was just made, the function of the World Health Organization is advisory, and I think it should at the very least remain in that

capacity. But if you start vaccinating children all over the world, then you become an action agency.

Mr. MANSFIELD. If the gentleman will yield further, I want to take this occasion to compliment him and the committee of which he is a member on the fine and thorough job you did in carrying on your investigation last fall. You did a splendid job, and I think we owe you a debt of gratitude.

Mr. HARVEY. I thank the gentleman.

Mr. JUDD. If the gentleman will look down further on page 19, where he was reading, to about the middle of the page, he will find this also from Dr. Scheele's testimony:

The International Children's Emergency Fund is a supply organization whereas the World Health Organization is not.

That is the crux of the matter. This ought not to be and I am utterly opposed to its being a supply program.

Mr. HARVEY. There is a difference between even a supply program and an action agency, I suggest to the gentleman, and I think certainly it is headed in direction of an action agency. We should certainly recognize the fact we ought to be getting out of the supply phase because we were in Warsaw in Poland as an official committee there of the Congress. We had been granted admission, but then when we finally arrived there they would not even let us see how they were disposing of UNESCO's supplies. So I never entertained the thought that there was any thought in the WHO organizations of continuing the supply activity, but I do say you are heading directly toward that very thing that I am warning you about which is that you are getting your feet wet as an action agency which was never contemplated for WHO.

Mr. JUDD. If by the term "action agency" the gentleman means field activities, why of course WHO always has contemplated and should carry on field activities. It has two types of operations. One is in the field. For instance, it picked out three major problems on which to focus its work in the field. They are the greatest health problems in three-fourths of the world, namely, malaria, tuberculosis, and venereal diseases. Its method of approach is not the supplying of drugs or medicines. Rather it sends technical experts to help individual countries to strengthen their own public health services so that they can handle their own problems. Those are field activities.

Mr. HARVEY. I will say to the gentleman that the distinction lies in the fact that you should be sending technical personnel over there to advise with their medical and technical men in the field, not to go out and do the work. That is exactly the direction, I think, in which you are headed.

Mr. JUDD. It is understood, of course, that experts must go to the various countries. For instance, in India they have already set up a demonstration center where they can bring doctors and public health officials in from the various provinces to see what can be done for venereal diseases. With the discovery of

penicillin and similar drugs it is possible to carry out rapid treatment that can almost eliminate those diseases as was never possible before in the long history of man. But the techniques are rather complicated and exact and only by bringing in the local doctors and the local health officers, can they observe the techniques so that they can then go back and attack the problems in their own areas.

Mr. HARVEY. That comes back again to the very thing I attempted to try to point out to the gentleman and explain my thinking, which is that you are going to finally wind up doing the program. That is just exactly the reason why a great many of the people of our country take a very dim view of many of these organizations. They feel we have been led far afield from the original intent of the United Nations Organization.

Mr. JUDD. Of course the gentleman will agree that an organization whose budget for the whole world is only \$7,300,000 cannot get into very extensive operations.

Mr. HARVEY. I know, but under the program you say that is just the start, and that is exactly the complaint I am talking about.

Mr. JUDD. No, it was understood when we joined this organization, that under the orderly development, which I hope will come about, it will probably have eventually a program on a permanent basis with a budget of up to \$15,000,000. It ought to do that much work a year, and the United States ought to put up for it at least the \$3,000,000 this resolution authorizes. But as for an extensive and expensive supply program like the Children's Fund and UNRRA and IRO, there is no chance of that happening unless this Congress were to vote for it.

Mr. HARVEY. I hope what the gentleman says is true. I have wanted to say this on the floor of the House and to get it into the Record, because I have every right to feel that WHO at the present, if it sticks to its last, is going to do a good job, but I believe it is headed out into the realm of an action agency and when it does you will see a \$150,000,000 budget.

Mr. KEATING. Mr. Chairman, will the gentleman yield?

Mr. HARVEY. I yield.

Mr. KEATING. Which section of the bill relates to WHO? Is it this subsection (b)? I cannot link the report up with the bill. How much is it proposed to increase the budget for WHO?

Mr. HARVEY. May I suggest that the gentleman direct his inquiry to the gentleman from Minnesota.

Mr. KEATING. Would the gentleman from Minnesota advise how much they are seeking by this bill to increase WHO?

Mr. JUDD. The ceiling would be increased from \$1,920,000, which is the present ceiling, to \$3,000,000. But the annual budget which has already been adopted by WHO would require from the United States only about \$2,500,000. This ceiling of \$3,000,000 is above WHO's present requirements, but rather than

come back here every single year for a change in ceiling, we provided for a reasonable amount of growth and expansion, a certain cushion which is particularly important in health matters.

Suppose a world-wide epidemic of influenza, were to break out, such as we had at the end of World War I, the organization ought to have a certain amount of elasticity for emergencies. But when the organization has only \$3,000,000 as the ceiling on the total appropriation from the United States, believe me it cannot run away very much, can it?

Mr. HARVEY. May I say in conclusion I do not think it is the intention of the Members of the Congress of the United States to attempt to raise enough money to make the whole world healthy.

Mr. JUDD. That is completely true, and this resolution makes that certain.

Mr. KEE. Mr. Chairman, I ask unanimous consent that the gentleman from California [Mr. HOLIFIELD] may extend his remarks at this point in the Record.

The CHAIRMAN. Without objection, it is so ordered.

There was no objection.

Mr. HOLIFIELD. Mr. Chairman, I wish to commend to the House House Joint Resolution 334 which would raise the ceiling which Public Law 843 placed upon United States contributions to the International Labor Organization and certain other international organizations. I am in full support of this resolution because I am a strong believer in the principle that if, in this atomic age, we are to attain peace in the world, one of our major instruments for attaining that peace is the United Nations and its specialized agencies.

For 39 years the ILO has been carrying on effective and constructive work in the labor field. I need not emphasize the importance of labor in the world we live in today. We are faced with two major tasks. First, we must raise economic and living standards throughout the world so that peoples everywhere may attain at least those minimum conditions which will satisfy their material needs. Secondly, we must do everything in our power to check expanding world communism. These two objectives, of course, are inseparably related because a major bulwark against communism is raising standards of living.

For 39 years the ILO has devoted itself to raising standards of living. It has not done this in the theoretical plane. It has done it concretely. The ILO knows that standards of living cannot be raised without corresponding increases in productivity and the ILO's program in the fields of manpower utilization and training workers in specific skills are geared directly to increasing productivity.

In short, the ILO is in my opinion an important instrument for world peace, because the ILO is an efficient international organization and because it is devoted to constructive efforts to solve those economic problems which stand in the way of peaceful relations between nations.

House Joint Resolution 334 is designed to remedy a major impediment to effective United States participation in the

ILO and other international organizations. All that it does is to raise the limitation on United States contributions to the ILO, FAO, WHO and certain other international organizations. It does not say that United States contributions to the ILO must be more than they are now, nor does it say what the United States contributions to the ILO should be. That, I submit is not related to authorizing legislation. Ever since the ceiling limitation imposed by Public Law 843 has been in effect, our delegation to ILO meetings have been seriously hampered. The budget of the ILO and all other international organizations is determined by general democratic agreement of the member countries.

This is no time for the United States to risk compromising the efforts of international organizations which are in line with the objectives of our foreign policies. The ILO is doing this. Let us keep our friends where we have them.

(Mr. SHELLEY asked and was given permission to extend his remarks at this point in the Record).

Mr. SHELLEY. Mr. Chairman, I want to speak in support of House Joint Resolution 334, which would raise this country's contribution to several international agencies, among them the International Labor Organization. Unless this bill is passed, we will be unable to meet our fair share of the running expenses of the ILO.

As an American and as an American trade unionist, I am particularly interested in the ILO. Its creation in 1919 was due in large measure to the inspiration of Samuel Gompers, the first president of the AFL, whose one hundredth anniversary we have just celebrated.

But my support of the ILO is not limited to this sentimental attachment for its past. I have seen the ILO at work in the present-day world and I know that it is carrying on its job with efficiency and vigor. Its job—the raising of working and living standards throughout the world—is one I am sure we will all support.

I was a member of the United States delegation to the ILO Conference in 1948, held in San Francisco. There I saw government, management, and labor representatives from all over the world working together and finally coming to agreement on the best ways to improve labor standards. Delegates to that conference represented all the leading industrial countries of the world with the exception of the U. S. S. R., which is not a member of the ILO. The political scenes and the economic structures in the delegates' home countries varied greatly, as you would imagine. Yet we were able to agree on a number of important points.

Watching the ILO at work, I thought that it offered the best possible medium for real representation for the United States.

Our Government is, of course, represented in all UN agencies, but only the ILO provides a meeting place for our free-labor movement and for our employers. In all ILO meetings the voices of industry and labor are heard, as well as that of government. Our system of

free enterprise is nowhere shown to better advantage internationally than in the councils of the ILO.

Compared to other funds which have been voted or are contemplated by the Congress, the money involved in this legislation seems very little indeed. Yet if we do not pass this legislation, we will seriously cripple the ILO's current program.

Before closing, I want to mention a part of that program which is, I believe, of particular importance. The ILO has been working with notable success assisting the Marshall plan countries of western Europe in the solution of their manpower problems. It has given them technical assistance in the problems of training and retraining workers for industry and in the establishment of employment services so that the job and worker can be brought together.

In addition to its work in western Europe, the ILO is giving similar assistance to the countries of Asia where the need for trained workers is acute. This activity of the ILO, which fits in so well with the programs contemplated by the point 4 legislation, should be supported and not curtailed. I therefore want to register my wholehearted support for House Joint Resolution 334.

Mr. VORYS. Mr. Chairman, I yield 5 minutes to the gentleman from New York [Mr. JAVITS].

Mr. JAVITS. Mr. Chairman, this bill seeks to raise the ceilings for certain United Nations organizations and I favor it as a necessary measure. I think, also, that it is a very good place at which to make a few observations about the United Nations itself.

Two impressions have been sought to be created with respect to the United Nations.

First, that all of these activities, like the World Health Organization, the Food and Agricultural Organization, and the International Labor Organization, are little extra appendages which really did not belong to the original conception of the United Nations.

Second, that there is something fundamentally invalid about what was the very leading point in the bipartisan foreign policy which saw this country through a great world war and into the auspicious beginning of a great peace—bipartisanship in foreign policy or the United Nations.

Let us understand that when we are facing the American people today with a \$14,000,000,000 budget for defense we have at the same time got to offer them some feeling that we are trying to work for peace. One of the two major hopes that we offer them that we are trying to work for peace is the work we do through the United Nations. The hope we offer to the millions and millions of free peoples throughout the world, is the hope that we offer them through these very programs which are so lightly condemned here on the theory that we are being financially bled, which seek to improve their own standards of living, their own health, and their own agriculture, and to keep them from getting into that state of despair, which is the royal road to communism.

On this question of being bled white due to the cost of these programs, I would like to say this: We had General Marshall before us the other day in the Foreign Affairs Committee, testifying on the mutual defense assistance program, which is more popularly known as arms for Europe. Mr. VORYS and I jointly handling this phase of the testimony, asked the General to give us an estimate of what it would mean to the budget and to the people of the United States if the United States instead of being isolationist, which was the old worry in the days before World War II, should become isolated by the fact that the major free countries of the world went the Communist way. General Marshall, after some thought and deliberation, said that in his opinion, at the minimum it would cost us \$30,000,000,000—not \$14,000,000,000 but \$30,000,000,000—for the defense of the United States, and, Dr. Judd reminds me, \$30,000,000,000 this is annually—recurring each year.

Let those gentlemen who think we are being bled white who are weighing in the balance an addition of about \$2,500,000 as a ceiling increase for these organizations, which make the work of the United Nations go round, let them weigh the cost in terms of more military expenditure alone of following any view which would isolate the United States. Let them add to that the regimentation. We have debated here on the floor about regimentation. Just think over the regimentation of our country if we had to have a \$30,000,000,000 military establishment, and if the country was girding itself for war. Everything we are talking about today that we call regimentation would be a pale shadow by comparison. Add to this also the mandatory decrease in the standard of living of all Americans attributable to the diversion of so much more of our production to military needs.

It is extremely important that the United Nations be maintained. It is extremely important that the free peoples of the world, sustained by us and by the great body of nations, shall have this hope for peace.

I would like to tell you one specific reason why. We are dealing with the Soviet Union in a very difficult struggle between freedom and slavery, not only for the world's mind but for the world's spirit, for its opportunities and resources, and for the future of all people. In that struggle, if we should shut out the Soviet Union and its satellites as we have been advised to do on occasion and make the United Nations just a social club for our own friends, then we would be giving the Soviet Union and its satellites the greatest vindication for their own people that could be had. Remember they have their own people that they have to deal with every day. Because what they are saying to their own people is that we hate them—the people—that the Western World hates them. They tell them that the Western World intends to attack and to subjugate and to exploit them, and you can see how we would just be confirming everything that this blind leadership in the Kremlin is telling the 200,000,000 Soviet and satellite people if

we by our own unilateral action should eject them from the United Nations. No; Mr. Chairman, the way to deal with the Soviet Union is to have infinite patience. We can stick it out for a lot longer than they—we have the morale and the resources to do so—and we want to stick it out because we want peace. If we keep our shirts on we can win; for all free people and for those who desire freedom; if we lose our heads we are in grave danger of losing for all.

Mr. KEE. Mr. Chairman, I yield such time as he may desire to the gentleman from Montana [Mr. MANSFIELD].

Mr. MANSFIELD. Mr. Chairman, I ask unanimous consent that the gentleman from Washington [Mr. JACKSON] may insert his remarks at this point in the RECORD.

The CHAIRMAN. Is there objection to the request of the gentleman from Montana?

There was no objection.

Mr. JACKSON of Washington. Mr. Chairman, House Joint Resolution 334, which we are now considering, increases the ceilings on United States contributions to five international organizations of which we are members.

I have had personal experience with one of those organizations—the International Labor Organization. I have had the privilege of participating in some activity of the ILO every year since 1945. In 1946, I had the honor of presiding over the International Maritime Conference in Seattle.

Based on what I have seen, I believe that the ILO is an organization that gets results—results which are extremely helpful to American industry and labor, and which probably save the United States money in the long run—because they help to further European recovery, in which we are investing billions of dollars.

I think our participation in and contribution to the ILO is a good investment for America—one that will pay good dividends.

Take ILO's contribution to European recovery, as an example. One of the great obstacles to faster recovery is the shortage of skilled workers—which, sadly enough, often goes along with a surplus of unskilled workers. The committee of European nations—the OEEC—asked the ILO to help out. The ILO has helped to set up training programs to help correct this situation. It has also improved the operation of employment services throughout Europe, so that labor can move more easily to the places where it is most needed. We have spent billions of dollars trying to accomplish European recovery. If the ILO is able to further this objective, then I think our contribution to the ILO is an investment well spent.

One of the fine things that comes out of the ILO is the establishment of minimum wages and standards of working conditions. This is good for American industry as well as for American labor. It is good for our working people because it helps to guarantee for them the standards they have been able to achieve. It is good for industry as well, because it tends to equalize costs of labor all over

the world, and eliminate disadvantageous competition.

Now it may appear that the ILO is nothing more than a debating society, since in many cases its conventions are not formally ratified by the member nations. Yet these conventions do have a noticeable effect. For example, in the renovation of certain passenger ships after the war, shipping companies did pay heed to a convention passed at the International Maritime Conference in Seattle in 1946, which dealt with the conditions of crews' quarters.

Even if the ILO were just a debating society, I believe it would still have considerable merit, in bringing together the representatives of government, industry, and labor, so that they can discuss their common problems, and get a better idea of what the problems of their industry all over the world mean to them.

The United States contribution to the ILO is considerably less than its contribution to the UN itself, as well as many of the major specialized agencies. While we contribute up to 40 percent of the budget of other agencies, our contribution to the ILO is only 22 percent.

Many of you may know that the ILO has recently come under the direction of David Morse, formerly our own Under Secretary of Labor. Under his guidance, the ILO is striking out in new directions. The present ceiling on our contribution to the ILO does not permit it to maintain the programs the organization is now calling for.

I urge you to support an increase in the ceiling on our contribution to the ILO—for the welfare both of American industry and American labor, and as a good investment in our entire world program.

Mr. VORYS. Mr. Chairman, I yield 4 minutes to the gentleman from Pennsylvania [Mr. RICH].

Mr. RICH. Mr. Chairman, we have before us a joint resolution dealing with the participation of this country in international organizations. I want to say to the Members of the House, both Democrats and Republicans, that I have come to the conclusion unreservedly that it is about time for the American people to wake up and realize just what is being done by our Foreign Affairs Committee and our State Department and those who are fostering the things we are doing in these international organizations to the point that eventually we will be so complicated in the affairs of all the nations of the world that America will be no more.

Whenever the time comes that we give more attention and more time to looking after foreign countries than to looking after our own people it is about time for the American people to wake up and look after the Congress of the United States and get men here who will work to save America. I am afraid that the complications you are getting us into will eventually wreck us, as the money you are taking from the American taxpayers to look after foreign countries has about reached its zenith. I just looked at a comparison between this country and Great Britain. Great Britain is in the black; the United States is in the red.

The United States budget for 1950 is substantially this: Receipts, \$36,600,000,000; expenditures, \$42,000,000,000; deficit, \$5,400,000,000, but it will go beyond that; it will be closer to \$7,000,000,000 deficit. Look at Great Britain. Their budget for 1950 is: Receipts, \$11,000,000,000; expenditures, \$5,500,000,000; a balance in the treasury of a billion and a half; yet you Members of this Congress are giving socialized Great Britain more than a billion and a half of our own money, sticking up your own American taxpayers and asking them to go down in their pockets to raise that money. If that is not downright foolishness then I do not know what is. It is time you woke up; it is time the American taxpayers woke up. Before it is too late.

Mr. HOFFMAN of Michigan. Mr. Chairman, will the gentleman yield?

Mr. RICH. I yield.

Mr. HOFFMAN of Michigan. Why are you looking at me and the rest of the fellows on this side? We are not doing any such thing.

Mr. RICH. Well, you fellows who are voting right like the gentleman from Michigan need not worry. Look at the record of some of the Members—they are the fellows I am talking about.

Mr. HOFFMAN of Michigan. Look over there on the other side.

Mr. RICH. Well, I am looking over there; and I want the people of this country to know, too, their voting record—they are selling America short. I do not care whether you are a Democrat or a Republican. If you are going to pass this legislation—there are a few Republicans doing too much of this to suit me. I want them to get their just dues. I am not here to talk as a Democrat or Republican; I want to talk as an American. When the time comes that I do not want to be an American then I shall get out of the United States, I shall be ready to go to heaven or to some place else, but I am going to stay here and fight as long as there is any fight left. I shall fight for American liberty, freedom, and solvency.

Everything is hopeless unless we stop a lot of these appropriations. Beware of foreign entanglements.

The CHAIRMAN. The time of the gentleman from Pennsylvania has expired.

All time has expired. The Clerk will read the bill for amendment.

The Clerk read as follows:

Resolved, etc., That the following laws of the United States are hereby amended in the following particulars:

(a) Public Resolution 31, Seventieth Congress, is revised to read as follows:

"That in order to meet the obligations of the United States as a member of the American International Institute for the Protection of Childhood, there are hereby authorized to be appropriated to the Department of State—

"(a) the sum of \$24,000 for payment by the United States of its assessed annual contributions for the period beginning July 1, 1946, and extending through the fiscal year expiring June 30, 1949; and

"(b) such sums, not to exceed \$10,000 annually, as may be required thereafter for the payment by the United States of its share of the expenses of the Institute, as

apportioned in accordance with the statutes of the Institute."

(b) Public Law 174, Seventy-ninth Congress, is amended by striking out the figure "\$1,250,000" in section 2 thereof and inserting in lieu thereof the figure "\$2,000,000."

(c) Public Law 403, Eightieth Congress, is amended by striking out the figure "\$20,000" in subsection (a) of section 3 thereof and inserting in lieu thereof the figure "\$75,000."

(d) Public Law 643, Eightieth Congress, is hereby amended:

(1) By striking out the words "There is hereby authorized to be appropriated annually to the Department of State" in section 3 thereof and inserting in lieu thereof the words "There are hereby authorized to be appropriated to the Department of State for contribution to the working capital fund of the organization the sum of \$560,000 and as annual appropriations the following"; and

(2) By striking out the figure "\$1,920,000" in subsection (a) of section 3 thereof and inserting in lieu thereof the figure "3,000,000."

(e) Public Law 843, Eightieth Congress, is hereby amended:

(1) By striking out the figure "\$1,091,739" in subsection (a) of section 2 thereof and inserting in lieu thereof the figure "\$1,750,000";

(2) By striking out the words "article 13 (c)" in section (a) of section 2 thereof and inserting in lieu thereof the words "article 13 (2) (c) and 13 (3)"; and

(3) By striking out the words "not to exceed \$95,000 per annum" in subsection (b) of section 2 thereof.

Mr. MILLER of Nebraska. Mr. Chairman, I move to strike out the last word.

(Mr. MILLER of Nebraska asked and was given permission to revise and extend his remarks.)

Mr. MILLER of Nebraska. Mr. Chairman, before we vote upon this piece of legislation we ought to understand that while this resolution affects only five international organizations we presently contribute to 48 international organizations. You will find them named on pages 25 and 26 of House Report No. 1257 of the Eighty-first Congress, first session.

The total amount that we are contributing to these 48 organizations is \$128,734,489, which amounted to 47.23 percent of the total amount of the appropriations. While it is true we are asked here in this bill for additional money for five separate international organizations the over-all increase will be about \$2,500,000.

I am concerned, Mr. Chairman, as to how many of these international organizations we might well belong to and whether these other countries should not now carry a larger percentage of the amount of money involved. Our country has a larger debt than all the other countries put together, some \$260,000,000,000. Our money is being diluted and polluted to the point where the dollar is worth less and less as time goes by.

The European nations who participate in these organizations to an extent of less than 50 percent are recovering their economy. Why should they not be called upon to contribute a larger percentage to the operation of these groups? In fact, I feel this way: That many of these organizations could be dispensed with.

While I am in sympathy with the purposes of the World Health Organization, I think its objectives are good. I know this: That when once these agencies are set up they go far beyond the purposes for which they were first created. They become an expanding bureaucracy. They will expand in this organization to vaccinate all the peoples of the world, if they could, and I would be for it if we could afford it. But, my colleagues, we cannot afford all these things, no matter how good they are. About 10 years ago we entered upon a program of vaccinating the children of the United States against smallpox, diphtheria, and typhoid fever; and I am for it; I think that is where we really should start, because we have several millions that are still unprotected in these United States. But here we have an organization which takes in all of the peoples of the world. Well, we just cannot afford it. This country is broke, and it seems to me, while we may have some obligation to perform in going on and continuing them as is for a little while longer, the appropriation to them should not be increased. In fact, I think there ought to be a careful review of the 48 international agencies that we now support. Oh, yes; somebody said some of them were temporary agencies. I guess originally they were temporary, but they soon become permanent. You might be surprised to read the names of some of these organizations. There are 48 international organizations that we are bolstering up with the taxpayers' money. It amounts to more than \$128,000,000. The committee say, "Now we come along with these five groups; let us give them some more money to enlarge their activities." I think it is time to shave these off, to cut them down, and not expand them.

Mr. CLEVELAND. Mr. Chairman, will the gentleman yield?

Mr. MILLER of Nebraska. I yield to the gentleman from Ohio.

Mr. CLEVELAND. I might say to the gentleman from Nebraska that there are some 250 of these international organizations altogether. I think the hearings for State, Justice, and Commerce show that some 100 or 101 are authorized to have meetings during the fiscal year 1950, and that the check for the expenses of these will be somewhere around \$1,650,000. These four or five mentioned here are just a few of them. There are about 250 of them altogether. I put the names in the Record 2 years ago.

Mr. MILLER of Nebraska. I thank the gentleman. I noticed on pages 25 and 26 at least 48 are listed to which we make contribution. They always get a disease called meetitis. They meet ever so often to discuss their problems, and that all costs money. I hope the House will reject these increases and take definite steps to cut the others down.

Mr. TABER. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, here we go again; the circus is on. Are we going to spend more money or are we going to use a little sense? According to this report, as the gentleman from Nebraska just told you, we are spending \$128,000,000 a year on

these foreign organizations. As I understand from the hearings, the people who went through the appropriation bill said that most of those items should be cut in half. I wonder if that is not correct. The gentleman from Ohio [Mr. CLEVENGER] was on that committee. Is that not correct, that most of these organization expenses could be cut in half without hurting them much?

Mr. CLEVENGER. I should think so, and I would like to go further than that and say that I think the number might be reduced from about 250 to 50 and the others entirely dispensed with.

Mr. TABER. And then you would really be operating the Government on a progressive basis instead of a reactionary basis running further behind.

Mr. MILLER of Nebraska. Mr. Chairman, will the gentleman yield?

Mr. TABER. I yield.

Mr. MILLER of Nebraska. I want to qualify my statement, to the effect that these 48 organizations are not all the international organizations; they are the ones operating under the United Nations Organization.

Mr. TABER. Yes; but there are a lot of others besides those.

Mr. MILLER of Nebraska. About 100 more.

Mr. TABER. Yes.

We can go ahead and authorize increased expenditures that the State Department will work out and build up when it comes before the Budget and the Appropriations Committee to implement the authorizations. If we start in and open the door and add to the amount that can be appropriated instead of reducing it the way we should, we are just going to be getting more and more in trouble and in deeper and deeper. I hope the Members of the House will not vote for any more bills increasing authorizations, or we will absolutely break the United States. Is it not time for us to have a sense of responsibility, for us to feel a responsibility to the people back home to treat them honestly, to treat them fairly, and not try to build up an enormous expense here all the time? Would it not be nice if some committee could someday bring in a bill which would reduce authorizations instead of increase them all the time?

Mr. GROSS. Mr. Chairman, will the gentleman yield?

Mr. TABER. I yield to the gentleman from Iowa.

Mr. GROSS. May I commend the gentleman from New York on his statement? Let me also observe that a moment ago the gentleman from Nebraska spoke of \$260,000,000 of Federal debt. He might well have added to that \$17,000,000,000 of municipal debt in this country and \$4,000,000,000-plus of State debt.

Mr. TABER. We can owe money, but unless the owing of that money and the paying of interest upon it makes enough of an impression upon the people of the United States so that they demand that we treat them honestly and fairly and stop fooling away their money, it is just too bad.

Mr. JUDD. Mr. Chairman, will the gentleman yield?

Mr. TABER. I yield to the gentleman from Minnesota.

Mr. JUDD. I appreciate the gentleman's yielding, to allow me to make clear for the record that of these 48 organizations to which we give a total of \$128,000,000 a year, \$104,000,000 of the \$128,000,000 goes to the three expensive relief operations which are temporary. The other 45 to which we make annual contributions have to do with regulation of shipping and lighthouses and international postal union and allocation of air waves and civil aviation, and other organizations to which we must belong if we are to have trade and commerce with the rest of the world. Our contributions to those 45 are less than \$25,000,000 per year, so I do not believe that it can be said that we are squandering money like a drunken sailor when we are giving only \$25,000,000 a year to the 45 international organizations which are essential if we are to have orderly relations with the rest of the world.

Mr. TABER. A great lot of those organizations can and should function on very small amounts of money, and most of them are already very well provided for.

Mr. VORYS. Mr. Chairman, I move to strike out the last two words.

Mr. Chairman, it seems to me it would be a good idea to get our sights fixed right, let us not strain at gnats and swallow camels.

Our committee staff has gotten together, on page 25 of our report, an official list of international organizations so we can get a look at them. These are the ones covered by appropriations made or allocated to the Department of State. There are about 48 of them. They amount to about \$128,000,000, of which \$104,000,000 is for temporary United Nations organizations.

Our percentages on all 48 vary from 72.13 percent to the Pan American Union, the highest, as I see it, down to 2.04 percent for the Central Bureau for the International Map of the World on the millionth scale, an organization for which our annual contribution is \$50.

Look over this list. There are many of them that are outside the United Nations. There are 10 connected with the Western Hemisphere. There are 8 temporary ones outside the United Nations group. There are 17 others that are mostly scientific or technical in character. They are extremely worth while.

When we entered the United Nations we thought it was going to bring a peaceful world. The United Nations and its subsidiaries in this list cost about \$22,000,000. If we could double or treble our contributions to the United Nations and get a little peace so that we would not have to spend \$15,000,000,000 a year for arms and another billion dollars a year for arms aid, and further billions of dollars for economic aid for our own security, we would be making money fast, and we could reduce our budgets here at home.

But as we consider this particular bill I point out to you that the amount of

increase involved is less than a million dollars for the current year, as far as appropriations are concerned. Three of the organizations involved are United Nations organizations and subsidiaries. One has to do with our inter-American relations and one has to do with our responsibilities in the South Pacific. Those are pretty legitimate organizations for us to support.

Mr. KEATING. Mr. Chairman, will the gentleman yield?

Mr. VORYS. I yield.

Mr. KEATING. What is the organization in subparagraph (b), on page 2, where the maximum is raised from \$1,250,000 to \$2,000,000?

Mr. VORYS. That is the FAO.

Mr. KEATING. Then what is the one on page 3, subparagraph (e) 1? That is the one where the maximum is raised from \$1,091,000 to \$1,750,000.

Mr. VORYS. That is the ILO, the International Labor Organization.

Mr. KEATING. What do they do?

Mr. VORYS. The International Labor Organization was started in 1919 as a League of Nations organization. It carries on investigations for improved labor standards all over the world. None of their recommendations are adopted, except by constitutional action of the 60 member countries individually. The representation in that Organization consists of two members of government, one of management, and one of labor for each delegation. One of the things they are going to take on very shortly under the United Nations is an investigation of the Russian slave-labor camps, an investigation which will reveal to the world labor conditions which I think will dim the enthusiasm of some of those who are wavering toward the Communist way of life. That is one of the things this Organization does.

Mr. KEATING. Can they do that against the opposition of Russia?

Mr. VORYS. They will have to do the best they can. Since the WFTU, the Communist-front labor organization, has been shown up, Russia and her satellites have not been participating in the ILO. But the ILO is an official United Nations organization and is in a position to go ahead with that investigation.

Mr. SMITH of Virginia. Mr. Chairman, will the gentleman yield?

Mr. VORYS. I yield.

Mr. SMITH of Virginia. In connection with the item the gentleman is speaking of, the last item strikes out the figures of \$95,000 per annum. The effect of that is to lift entirely any restriction on the authorization for that item. May I ask the gentleman to explain why such an unprecedented provision is contained in this bill as to take off all limitation on the appropriation?

Mr. VORYS. The proposed ceiling for ILO contributions is \$1,750,000.

Mr. KEATING. The gentleman is referring to the last paragraph where the words "not to exceed \$95,000 per annum" are stricken out.

Mr. VORYS. That was the former limitation, as I understand it.

The CHAIRMAN. The time of the gentleman from Ohio has expired.

Mr. VORYS. Mr. Chairman, I ask unanimous consent to proceed for five additional minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from Ohio?

There was no objection.

Mr. JUDD. Mr. Chairman, will the gentleman yield?

Mr. VORYS. I yield to the gentleman from Minnesota.

Mr. JUDD. That \$95,000 is a limitation in existing law on the amount that the United States may spend in sending delegates to conventions or in its own actual participation in the work of the Organization. Removing it does not remove the limitation on the United States contribution to the ILO.

Mr. SMITH of Virginia. The question I would like to have answered is why your committee should recommend the unprecedented thing of taking the limit off of an appropriation entirely.

Mr. VORYS. The limit was not taken off for contributions.

Mr. SMITH of Virginia. Then there is something the matter with your language.

Mr. VORYS. It was raised from \$95,000 to \$1,750,000. In each case there has been a legislative ceiling put on for each of those organizations.

Mr. JUDD. If the gentleman from Virginia will look at the last paragraph on page 24, the action is explained.

Mr. SMITH of Virginia. I am looking at page 29, where the matter is set out under the Ramseyer rule, which shows the change in the law:

Such additional sums, not to exceed \$95,000 per annum, as may be necessary to pay the expenses incident to participation by the United States in the activities of the organization—

And so forth. When you strike out \$95,000, it then reads:

Such additional sums as may be necessary to pay the expenses—

And so forth. So you entirely take the lid off. I want to know why the unprecedented thing of taking the lid off of an appropriation.

Mr. JUDD. Will the gentleman yield?

Mr. VORYS. I yield.

Mr. JUDD. As that paragraph in our report says:

The existing law also sets a limit of \$95,000 on the annual cost of United States participation in the International Labor Organization; this is the only organization for which this type of limitation has been set.

Then it continues:

The sum has proved inadequate for proper representation at all International Labor Organization meetings. Expenses of travel are paid not only for United States Government representatives but also for employer and worker representatives. The increase in technical committee meetings, the scheduling of some meetings in the Far East, as well as in Europe and the Western Hemisphere, and other unpredictable factors make an estimable annual cost impossible. An additional factor, not taken into account at the time this limit was set, is the charge made by the FBI for its investigation of personnel connected with United States participation.

It was felt that the value derived from holding meetings in various parts of the

world, rather than all in Geneva, more than offset the additional money required for such purposes.

Mr. VORYS. The limitation has been removed from one place and put in another. It has been increased, but in my judgment the limitation is similar for each of these organizations.

Now, I want to get a minute or so to say something on my own account.

I am happy to answer such questions as I can, but one thing I wanted to say was this: that the members of the Foreign Affairs Committee of the House have to stand for a great deal on this floor. There are not many votes in being on Foreign Affairs, because we do not authorize appropriations for particular districts or local interests or pressure groups. However, I want to say that, insofar as I know, none of the members of the Foreign Affairs Committee ever recommended any authorizations that they felt were not in the interest of this country. I get sick and tired of having members of our committee who labor on these matters, involving our national security and the national interest of our country, criticized as if we were some sort of aliens and were unpatriotic. As far as economy is concerned, you have heard today what it would cost to carry out the recommendations that some have made here; that we pick up our marbles all over the world and come home and not spend a dime for these international organizations, and stop doing what we are doing in Japan, Germany, and Europe. Do you know what that would cost? The figure came from the former Chief of Staff who handled a rather successful war. Certainly he ought to know something about it. His estimate is that it would cost \$30,000,000 a year for military expenditures if we try to stand alone against Russia. Now some of you economy experts who think that we can save money ultimately by cutting out our participation in world affairs better look around and try and face your own responsibility when you criticize the patriotism of those of us who are trying for both peace and economy.

Mr. RICH. Mr. Chairman, I move to strike out the last word; not only the last word, but the whole bill.

Mr. Chairman, the gentleman from Ohio made the statement that we should get our sights fixed right. I think that is the watchword right here now: Get your sights fixed right. But I am not looking through the same sights as the gentleman from Ohio.

I am interested in trying to help foreign countries in a manner that is commensurate with our ability to help them. I want to help anybody; I have not anything against anybody either in the House or anywhere in the world; I do not hold any animosity. But I know that there are some things we can do and some things we cannot do. I do not believe in the way the gentleman from Ohio wants to handle the affairs of this Nation. Here we are a country of 150,000,000 people in a world of 2,400,000,000. Looking at this report and studying it you find that the committee through these various organizations wants the

150,000,000 people of America to carry the load of the 2,400,000,000 people of the world. I say it just cannot be done. It is foolish to think so.

Let me show you the percentages of the cost of some of these organizations that they expect us to carry: 39.89; 25; 38.79; 45.57; 72; 54.35; 51; 47; 72—these are percentages—the lion's share. I can go on down the line and show you that this 150,000,000 people are carrying the elephant's load for the whole world. How do you think we can do it? We are running in the red \$7,000,000,000 a year, yet some of these other countries have balanced budgets and a surplus in the treasury. Still you come in and ask the American taxpayers to carry the load. There is something wrong in the upper story of your anatomy when you think that way.

I remember when we started the United Nations. I was for the United Nations, but I predicted that the United Nations would fail when they refused to open their session with prayer; and you admit that they have failed. You then went into the Bretton Woods agreement and you lauded the Bretton Woods Agreement and the wonderful things it would do for people, how we would make loans, and all that. Instead of making loans to other countries you are out now making them gifts. Your whole intent and effort is to give something away that belongs to the American people. You do not think of trying to do the things that can be done on a good, sound business basis, but you run around the world giving America away. Then you came in here with the Dumbarton Oaks Conference, and how you lauded the Dumbarton Oaks Agreement and how it was going to do a great deal for the world. You want this country to run the affairs of all the other countries. You meddle in their affairs too much to suit me. I want to say to you that when this is all over and you stop giving money to these foreign countries because you can no longer give when you are broke, they will all turn against you, turn on you, and you will wonder who is your friend.

The gentleman from Ohio makes the statement that it is going to cost \$30,000,000,000 to fix up our Armed Forces because we do not go in and take the lion's share of all these organizations. I do not agree with him. He is on the wrong road to peace. I think that you are entirely wrong when you appropriate \$15,000,000,000 a year for our Armed Forces, when you spend a billion and a half dollars and more in foreign countries to arm those countries right under Stalin's nose. Suppose Stalin should come over here and arm Mexico and Cuba. You would rise up in holy horror and say: "That is no way to get peace." It is no way to get peace when we arm all of the countries of the world. You are only building up an organization here for war, and every one of you knows it. There is not one of you who does not believe that. If you do not, you want to go to a psychiatrist to look you over.

If you prepare for war, you generally get war. If we used our good offices to try to settle our differences by peaceful means, by arbitration and conciliation, we could no doubt prevent war.

We would save our country and our boys. What was gained by World War II? Happiness? Peace? Good will? No; nothing but distrust, discontent, disillusion, debt, destruction, and death. Let there never be another war.

The CHAIRMAN. The time of the gentleman from Pennsylvania has expired.

Mr. HOFFMAN of Michigan. Mr. Chairman, I move to strike out the requisite number of words.

(Mr. HOFFMAN of Michigan asked and was given permission to revise and extend his remarks.)

THE RESULT OF INTERNATIONALISM

Mr. HOFFMAN of Michigan. Mr. Chairman, the gentleman from Ohio [Mr. VORVY] generated a little heat. Apparently he does not like some of us who disagree with this foreign policy which we have been following for 10, all these many years. Of course, that is his privilege as it is also his privilege to express his opinion, not only of our ideas but of us personally.

The gentleman spoke about the United Nations. What has the United Nations accomplished to date? What has the head of the United Nations been doing recently? He has been in Russia trying to compromise with, and conciliate Joe Stalin. Since the day in 1933 the United States recognized the Russian Government we have been in trouble.

Our foreign policy over the years has involved us in two wars. I ask you now, what have we won? I remember very well when we were told that the British Navy was our defense. There is now no British Navy.

We are now told our first line of defense is in Europe—but under Acheson we need some in the East—in China.

What about this armament program that the gentleman from Ohio talks about and this foreign policy of ours, giving to all the other nations on the theory that they will help us in time of war? Does the gentleman deep down in his heart believe any one of those nations which is receiving our money, our military aid, will help us if war comes? I wonder whether the gentleman, I repeat, deep down in his heart honestly and sincerely believes any one of them would go to war and fight if the United States and Russia became involved. There have been plenty of statements in the press from informed sources that if war with Russia came we would have to fight it alone.

He talks about the cost of defense. How does anyone know it will cost \$30,000,000,000? I do not know where he got that figure. Nor has he any assurance that our foreign policy will prevent war, give us peace.

Do you know how much World War I cost us, not in money or property, for I care not so much about that? We can recover from a financial depression. But how much did it cost us in suffering, in blood, in the death of young men and women?

What did World War II cost us in the same terms? Have you ever figured it out? What will be our future bill for

the veterans we are under deepest obligation to aid?

As the gentleman from Pennsylvania asked, how long do you think 150 or 160 million people can support the rest of the world? The gentleman from Minnesota [Mr. JUDD] told us here earlier in the day that the debt we have now amounts to about \$1,700 for each man, woman, and child. Has anyone told us how many men, women, and children cannot, will not, pay 1 cent of that debt and what the proportion is that the workers of America, those of us who have earned a dollar, who have saved a dollar, who have earned dollars by getting down in the dirt or working in the factory, mill, or mine, must pay?

I get tired, too, sometimes. I can take criticism and the gentleman should take it. The man who cannot take criticism should get out of Congress. He has no business here, because that is what our lot will always be. How much money now, I ask, have all these advocates of this giving or spending taken from our people who work? How much have those people earned by honest labor, their sweat, their callouses on their hands? How much? Altogether too many of them have callouses from loafing in swivel leather-cushioned chairs in air-cooled offices. They can sit around and tell people how to spend their money, and they can aid in giving away the hard-earned dollars of our people, but they did very little either to create wealth or to practice thrift. What have we got now out of the policy we have been following? What is the present situation? Five years after the second World War ended, after the fighting ended, what have we? Have we liberty and freedom in America? Oh, no. They are clamping down even on the Members of Congress trying to restrict their rights to express their opinions given to them under the Constitution. What have we accomplished abroad? Is there peace in the world? Our young men and our young women and the people working at home won the war. The politicians and the American internationalists lost the peace and the victory won through suffering and death. What have we now? A national debt about to bankrupt us and the threat of another war. That is the result of your foreign policy, of the policy of the internationalists—not of the isolationists.

The CHAIRMAN. Under the rule, the Committee rises.

Mr. JUDD. Mr. Chairman, a parliamentary inquiry.

The CHAIRMAN. The gentleman will state it.

Mr. JUDD. I understand that this concludes debate on the resolution and the vote will be put over until tomorrow.

The CHAIRMAN. That will be determined in the House. The Chairman has no information as to that.

Mr. MARTIN of Massachusetts. I may say that the understanding is, as far as I know, there will be no vote today. The majority leader was obliged to go to the White House for a conference.

Accordingly the Committee rose; and the Speaker having resumed the chair,

Mr. HOLIFIELD, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee, having had under consideration the resolution (H. J. Res. 334) to amend certain laws providing for membership and participation by the United States in certain international organizations, pursuant to House Resolution 350, he reported the resolution back to the House.

The SPEAKER. Under the rule, the previous question is ordered.

Mr. MANSFIELD. Mr. Speaker, I ask unanimous consent that the further consideration of House Joint Resolution 334 be postponed until tomorrow.

The SPEAKER. Is there objection to the request of the gentleman from Montana?

There was no objection.

Mr. BROWN of Ohio. Mr. Speaker, a parliamentary inquiry?

The SPEAKER. The gentleman will state it.

Mr. BROWN of Ohio. It is my understanding that under the unanimous-consent request made by the gentleman from Montana, this measure will be the first order of business tomorrow.

The SPEAKER. That is correct.

Mr. KEE. Mr. Speaker, I ask unanimous consent that all Members may have five legislative days in which to extend their remarks on House Joint Resolution 334.

The SPEAKER. Is there objection to the request of the gentleman from West Virginia?

There was no objection.

CORRECTION OF ROLL CALL

Mr. TAURIELLO. Mr. Speaker, on roll call No. 179 I am recorded as not voting. I was present and voted "aye." I ask unanimous consent that the Record and Journal be corrected accordingly.

The SPEAKER. Is there objection to the request of the gentleman from New York?

There was no objection.

EXTENSION OF REMARKS

Mr. PERKINS (at the request of Mr. CHELF) was given permission to extend his remarks.

Mr. BOYKIN asked and was given permission to extend his remarks.

Mr. O'SULLIVAN asked and was given permission to extend his remarks and include extraneous matter.

Mr. SMITH of Wisconsin asked and was given permission to extend his remarks in two instances and include extraneous matter.

Mr. O'NEILL asked and was given permission to extend his remarks.

Mr. JENISON asked and was given permission to extend his remarks and include an editorial.

SPECIAL ORDER

The SPEAKER. Under previous order of the House, the gentleman from Michigan [Mr. HOFFMAN] is recognized for 20 minutes.

(Mr. HOFFMAN of Michigan asked and was given permission to revise and extend his remarks and include newspaper comments and other documents.)

FREE SPEECH, A FREE PRESS, THE RIGHT TO PETITION, OR THE GAG AND A DICTATOR

Mr. HOFFMAN of Michigan. Mr. Speaker, the liberty of the citizen, the security of the Nation, cannot be preserved if freedom of speech, a free press, the right to petition the Congress, is denied or impaired.

The representative, republican form of Government which was given us by the founding fathers in the Declaration of Independence, the Constitution and the Bill of Rights, cannot exist if a President or a political party or one branch of the Federal Government can by either force or through fear stifle criticism.

Equally true is it that the freedom of the citizen, the security of the Republic, can be undermined and destroyed through the influence of secret, powerful, continuous propaganda, the result of which is to destroy the effectiveness of legislation.

Hence it was that the Congress, alarmed by the fear that pressure groups, through propaganda, were exerting a strong and improper effect upon the legislative process, enacted the Federal Regulation of Lobbying Act—title III of the Legislative Reorganization Act of 1946, Public 601 of the Seventy-ninth Congress, August 2, 1946, chapter 753, title 3, section 303; Sixtieth Statutes, page 840; Second United States Code, chapter 8, section 261.

REGULATION OF LOBBYING ACT DOES NOT DEFINE LOBBYING

Strange as it may seem, the act does not define lobbying.

It provides for the keeping of detailed accounts of contributions made for the purpose of lobbying.

The act provides for the filing with the Clerk of the House, between the first and tenth day of each calendar quarter, of a statement containing detailed information of the activities of the lobbyist.

Section 307, being section 266 of title 2 of the code, designates the persons to whom the lobbying act is applicable as follows:

THE ACT PUNISHES ANYONE WHO COLLECTS OR RECEIVES MONEY OR VALUABLE THING IN AN ATTEMPT TO INFLUENCE LEGISLATION

Sec. 266. Persons to whom chapter is applicable:

The provisions of this chapter shall apply to any person (except a political committee as defined in chapter 8 of this title, and duly organized State or local committees of a political party), who by himself, or through any agent or employee or other persons in any manner whatsoever, directly or indirectly, solicits, collects, or receives money or any other thing of value to be used principally to aid, or the principal purpose of which person is to aid, in the accomplishment of any of the following purposes:

(a) The passage or defeat of any legislation by the Congress of the United States.

(b) To influence, directly or indirectly, the passage or defeat of any legislation by the Congress of the United States. (Aug. 2, 1946, ch. 753, title III, sec. 307, 60 Stat. 841.)

The succeeding section, section 308, being section 267 of title 2 of the code, requiring the registration of lobbyists

with the Secretary of the Senate and Clerk of the House, provides that—

Sec. 267. (a) Any person who shall engage himself for pay or for any consideration for the purpose of attempting to influence the passage or defeat of any legislation by the Congress of the United States shall, before doing anything in furtherance of such object, register with the Clerk of the House of Representatives and the Secretary of the Senate and shall give to those officers in writing and under oath, his name and business address, the name and address of the person by whom he is employed, and in whose interest he appears or works, the duration of such employment, how much he is paid and is to receive, by whom he is paid or is to be paid, how much he is to be paid for expenses, and what expenses are to be included. Each such person so registering shall, between the 1st and 10th day of each calendar quarter, so long as his activity continues, file with the Clerk, and Secretary a detailed report under oath of all money received and expended by him during the preceding calendar quarter in carrying on his work; to whom paid; for what purposes; and the names of any papers, periodicals, magazines, or other publications in which he has caused to be published any articles or editorials; and the proposed legislation he is employed to support or oppose. The provisions of this section shall not apply to any person who merely appears before a committee of the Congress of the United States in support of or opposition to legislation; nor to any public official acting in his official capacity; nor in the case of any newspaper or other regularly published periodical (including any individual who owns, publishes, or is employed by any such newspaper or periodical) which in the ordinary course of business publishes news items, editorials, or other comments, or paid advertisements, which directly or indirectly urge the passage or defeat of legislation, if such newspaper, periodical, or individual, engages in no further or other activities in connection with the passage or defeat of such legislation, other than to appear before a committee of the Congress of the United States in support of or in opposition to such legislation.

Section 311, being section 270 of title 2 of the code, exempts from the Lobbying Act the practices and activities which are regulated by the Federal Corrupt Practices Act—Second United States Code, chapter 8, section 241.

DISCUSSION OF THE LOBBYING ACT IN YALE LAW JOURNAL

Discussions of the Lobbying Act will be found in the January 1947 issue of the Yale Law Journal, volume 56:

In a world in which the center of political gravity is shifting from legislature to executive the Legislative Reorganization Act of 1946¹ represents an attempt by Congress to reassess and strengthen its position as an integral part of representative government. Congress has recognized the need for reorganizing and streamlining the decision-making process if it is to recapture its position as the dominant policy determining branch of Government. Reformation of the standing committees, increased use of governmental experts, higher salaries for Members, prohibition of private legislation, regulation of lobbying activities are all methods of improving the intelligence function of Government so as to increase the probability of rational legislative decision.

¹ Public Law 601, 79th Cong., 2d sess. (Aug. 2, 1946), title III.

The provisions of the act which regulate lobbying are, therefore, to be regarded as one element in a larger scheme to improve present political processes. Democratic political theory assumes that rational decision can best be reached after hearing and evaluating the interests of the component members of society. These interests are in theory expressed by individuals through the medium of their elected representatives in the legislature. Election of these representatives on a geographical basis overlooks the fact that individuals identify their interests not only with a State or political subdivision, but more importantly with a business, economic, social, or fraternal group. Technological advances in communications and transportation have facilitated group interests which are no longer confined within political boundaries. The failure of the Constitution to provide for group representation, the decline of the political party as a prompter of opinion and policy, the intrusion of government into virtually all fields of economic activity, and the increasing complexity of modern legislative problems have led to the development of a powerful extralegal machinery for achieving group aims. Today legislation is the result of a compromise between these conflicting group interests, but survival of geographical representation largely obscures the functional basis for legislative action.

Two groups have advanced remedies designed to reconcile the existing fact situation with political theory. The first seeks a means by which group interests can be fitted into the formal pattern of government, a system of functional representation as a substitute for, or supplement to, existing political institutions. On the other hand, a second group regards the problem of representation as subordinate to a rationalization of the whole legislative process. Their emphasis is upon administrative efficiency, extension of Federal research and information services, increased governmental planning, and bringing lobbying activities into the open. It is this view which Congress has espoused in the Reorganization Act.

THE PROBLEM

If lobbying is defined in its broadest terms as an attempt by individuals or groups to influence governmental decision, it is apparent that in some form it inheres in all government. American history is full of examples of legislation passed at the instance of and for the benefit of special interests. But lobbying today is both qualitatively and quantitatively a different problem from lobbying in the past. Whereas the old-style lobby, confined almost entirely to representatives of business interests, operated secretly and depended for its success upon personal solicitation of legislators, often accompanied by corruption; such methods are largely obsolete today. Modern lobbyists, or legislative agents, act on behalf of almost every conceivable business, economic, and social group, generally operated openly and frankly, and rely upon public opinion, real or stimulated, through judicious use of publicity and propaganda, to compel legislative action. * * *

Pressure groups with large memberships are an effective threat to an elective officeholder through the votes they control and the large segment of public opinion they represent; those with a smaller popular base can secure legislative consideration of their proposals only by stimulating or feigning public approbation.

Legislative investigations aimed at disclosing the extent of lobbying practices bear striking testimony to the effectiveness of utilization of mass channels of propaganda provided by the newspaper, the radio, the school, the theater, and the church. Pressure can be brought on legislators by pub-

industry. To continue with its historical effectiveness, the domestic industry must have a market for the oil it finds and develops. It must rely for the preservation of its home market on either the National Government or the importing companies. The record shows that voluntary restraint has not been practiced and their announced programs call for a much higher rate of imports for 1950 than in 1949, and announced programs can be changed without notice or consent.

There are bills in both branches of Congress to provide workable and dependable restraints on the imports of petroleum. It is my concern that we do something in this session. If we do not, we will find the trouble has increased and the present storm which petroleum imports have raised will have become a tornado.

PERMISSION TO ADDRESS THE HOUSE

Mr. CRAWFORD. Mr. Speaker, I ask unanimous consent to address the House for 1 minute.

The SPEAKER. Is there objection to the request of the gentleman from Michigan?

There was no objection.

FORMOSA

Mr. CRAWFORD. Mr. Speaker, if we can believe the press reports of yesterday the defense arms of Government are now coming to the conclusion at a very late hour that Formosa is an extremely important piece of land in the world insofar as the defense of the United States is concerned. In my opinion the State Department, the Army, and the Navy had sufficient information as early as last October to know exactly what General MacArthur and his staff thought about that proposition, and at that time we should have taken all steps to protect Formosa the same as any section of the United States. As a matter of fact, and for our defense, we should not have surrendered control over Formosa until the Japanese peace treaty was signed. Certainly this is no time to turn Japan over to the Russian bear, unless we wish to commit suicide.

PERMISSION TO ADDRESS THE HOUSE

Mr. HESELTON. Mr. Speaker, I ask unanimous consent to address the House for 1 minute and to revise and extend my remarks.

The SPEAKER. Is there objection to the request of the gentleman from Massachusetts?

There was no objection.

MILK

Mr. HESELTON. Mr. Speaker, 1,150,175,142 quarts of fluid milk could have been made from the dried milk held by the Federal Government in storage April 30, 1950.

More than 67 percent of that was purchased last year.

It cost the taxpayers \$3,717,096.60 up to April 30 just to keep these more than 157,000 tons of a wholesome food commodity in storage.

It costs eighty-seven one-thousandths of a cent to transport 1 pound of dried milk from Manawa, Wis., to New York City.

The Federal Government could have used this wasted storage money to pay the freight on all this milk to places where people would drink it. Beyond that, more than \$800,000 would still have been saved.

It is obvious now that those who have the power to bring about an immediate end to this insane situation have no intention of doing so. But they cannot escape the responsibility for their inexcusable and defiant continuing waste of the taxpayers' money. From July 1, 1949, to April 30, 1950, on dried milk alone the daily waste was \$12,227.32. On April 30, 1950, the Government had firm contracts to purchase an additional 27,656,941 pounds. Therefore the daily waste for storage alone must be over \$13,000 a day now.

It is equally obvious that, unless something is done promptly this food will spoil. Apparently those who have the clear power to prevent this hold in utter contempt the reaction of the American public to such wanton destruction of wholesome food. But, if the truth can be made clear to the public, I am convinced that its indignation will be swift and certain.

COMMITTEE ON WAYS AND MEANS

Mr. DOUGHTON. Mr. Speaker, I ask unanimous consent that the Committee on Ways and Means may have until midnight of Friday, June 23, to file its report on H. R. 8920, the tax bill, and that anyone desiring to file minority views may have the same time.

The SPEAKER. Is there objection to the request of the gentleman from North Carolina?

There was no objection.

ANNUITANTS RETIRED UNDER CIVIL SERVICE RETIREMENT ACT

Mr. MURRAY of Tennessee submitted the following conference report and statement on the bill (H. R. 4295) to provide certain benefits for annuitants who retired under the Civil Service Retirement Act of May 29, 1930, prior to April 1, 1948:

CONFERENCE REPORT (H. REPT. No. 2304)

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H. R. 4295) to provide certain benefits for annuitants who retired under the Civil Service Retirement Act of May 29, 1930, prior to April 1, 1948, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the Senate recede from its amendments numbered 1 and 2.

TOM MURRAY,
HOMER THORNBERRY,
EDWARD H. REES,

Managers on the Part of the House.

HUBERT H. HUMPHREY,
J. ALLEN FREAR, Jr.,
WILLIAM LANGER,

Managers on the Part of the Senate.

STATEMENT

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H. R. 4295) to provide certain benefits for annuitants who retired under the Civil Service Retirement Act of May 29, 1930, prior to April 1, 1948, submit

the following statement in explanation of the effect of the action agreed upon by the conferees and recommended in the accompanying conference report:

Amendment No. 1: Section 8 (b) (1), added by the House bill to section 8 of the Civil Service Retirement Act of May 29, 1930, as amended, provides that an annuity shall be payable, upon the death of an annuitant who retired before April 1, 1948, and who received the increased annuity provided by such section, to his or her wife or husband to whom the annuitant was married before April 1, 1948. Paragraph (1) applies in the case of any such annuitant who died after April 30, 1948. The Senate amendment makes this paragraph inapplicable in the case of a retired officer or employee whose present annuity exceeds the amount of the annuity to which he would be entitled if the Civil Service Retirement Act, as now in effect, had been in effect on the date of his retirement, unless such retired officer or employee elects to have his annuity reduced to such amount. The Senate recedes.

Amendment No. 2: Section 8 (b) (2), added by the House bill to section 8 of the Civil Service Retirement Act of May 29, 1930, as amended, provides that the annuity of a retired officer or employee who elected a survivor's annuity in accordance with the proviso in such section 8 shall be increased by 25 percent, or \$300, whichever is the lesser. The Senate amendment provides that the annuity of a retired officer or employee shall not be increased under paragraph (2) to an amount which will exceed the amount of annuity to which he would be entitled if the Civil Service Retirement Act, as now in effect, had been in effect on the date of his retirement. The Senate recedes.

TOM MURRAY,
HOMER THORNBERRY,
EDWARD H. REES,

Managers on the Part of the House.

PERMISSION TO ADDRESS THE HOUSE

Mr. RANKIN. Mr. Speaker, I ask unanimous consent to address the House for 1 minute and to revise and extend my remarks.

The SPEAKER. Is there objection to the request of the gentleman from Mississippi?

There was no objection.

[Mr. RANKIN addressed the House. His remarks will appear hereafter in the Appendix.]

Mr. MCCARTHY. Mr. Speaker, I ask unanimous consent to address the House for 1 minute and to revise and extend my remarks.

The SPEAKER. Is there objection to the request of the gentleman from Minnesota?

There was no objection.

MEAT INSPECTION

Mr. MCCARTHY. Mr. Speaker, I wish to call the attention of the House to another one of the very harmful effects of the so-called Taber amendment to the appropriation bill. This situation has been well described by an article by Alfred D. Stedman, the agricultural editor of the St. Paul Pioneer Press. He says that the biggest set-back in 46 years of fighting for pure food and public health is threatened by this House slash. Some 346 meat inspectors throughout the country will have to be dismissed as a result of this curtailment in the appropriation bill.

I think the contradiction is apparent when just this week we authorized the

appointment of a committee to investigate chemical poisons or potential poisons in food, but at the same time are cutting appropriations to eliminate meat inspectors who are looking for causes of diseases which we know to exist.

I hope that the Senate will reconsider this arbitrary, unsound House action and provide adequate funds for the support of the meat-inspection program. I have included the full text of the Stedman article in the Appendix of the RECORD.

CLAIM OF AUF DER HEIDE-ARAGONA, INC.

Mr. LANE. Mr. Speaker, I ask unanimous consent to take from the Speaker's desk the bill (H. R. 1606) conferring jurisdiction upon the Court of Claims to hear and determine the claim of Auf der Heide-Aragona, Inc., and certain of its subcontractors against the United States, with a Senate amendment thereto, and concur in the Senate amendment.

The Clerk read the title of the bill.

The Clerk read the Senate amendment as follows:

Page 1, line 9, strike out all after "Maryland" over to and including "expense" in line 19, page 2, and insert ": Provided, however, That nothing contained in this act shall be construed as an inference of liability on the part of the United States Government."

The SPEAKER. Is there objection to the request of the gentleman from Massachusetts?

There was no objection.

The Senate amendment was concurred in.

A motion to reconsider was laid on the table.

ANNUAL REPORT, OFFICE OF ALIEN PROPERTY—MESSAGE FROM THE PRESIDENT OF THE UNITED STATES

The SPEAKER laid before the House the following message from the President of the United States, which was read, and, together with the accompanying papers, referred to the Committee on Interstate and Foreign Commerce, and ordered to be printed:

To the Congress of the United States:

I transmit herewith for the information of the Congress the Annual Report of the Office of Alien Property, Department of Justice, for the fiscal year ended June 30, 1949.

HARRY S. TRUMAN.

THE WHITE HOUSE, June 22, 1950.

EXTENSION OF REMARKS

Mr. SMITH of Wisconsin asked and was given permission to extend his remarks and include an article, notwithstanding the fact that it is estimated by the Public Printer to cost \$218.68.

Mr. FLOOD asked and was given permission to extend his remarks in two instances, in one to include an editorial from the Havana Post, and in the other a statement supporting a resolution he introduced calling for a survey of the occupation of Japan.

Mr. HART asked and was given permission to extend his remarks and include a resolution.

Mr. LANE asked and was given permission to extend his remarks in three

instances, in one to include a speech of his and in the others extraneous matter.

Mr. MACK of Illinois asked and was given permission to extend his remarks and include an address of Gov. Adlai E. Stevenson, notwithstanding the fact it is estimated by the Public Printer to cost \$273.34.

Mr. PHILBIN asked and was given permission to extend his remarks and include a newspaper article.

Mr. CARNAHAN asked and was given permission to extend his remarks and include extraneous matter.

Mr. KLEIN asked and was given permission to extend his remarks in five instances and include extraneous matter.

Mr. CLEMENTE asked and was given permission to extend his remarks and include an article by Gen. Wendell Westover, notwithstanding the fact it is estimated by the Public Printer to cost \$191.34.

Mr. CROOK asked and was given permission to extend his remarks on the topic, Destruction on Our American Highways.

Mr. LARCADE asked and was given permission to extend his remarks in two instances and include extraneous matter.

Mr. GRANT asked and was given permission to extend his remarks and include an address recently delivered by General Vandenberg.

Mr. MULTER asked and was given permission to extend his remarks in three instances and include extraneous matter.

Mr. GAVIN asked and was given permission to extend his remarks.

Mr. LEFEVRE asked and was given permission to extend his remarks and include an editorial appearing in the New York Times.

Mr. JONAS asked and was given permission to extend his remarks and include an address delivered by Brig. Gen. Julius Klein commemorating the fifty-fifth anniversary of the Jewish War Veterans of the United States.

Mr. MARTIN of Iowa asked and was given permission to extend his remarks and include an address delivered by Mr. James S. Schramm.

Mr. CRAWFORD asked and was given permission to extend his remarks and include an editorial.

Mr. GROSS asked and was given permission to extend his remarks.

Mr. HESELTON asked and was given permission to extend his remarks and include a statement.

Mr. MACK of Washington and Mr. ASPINALL asked and were given permission to extend their remarks and include extraneous material.

Mr. HARRISON asked and was given permission to extend his remarks in two instances and include extraneous matter.

Mr. JUDD asked and was given permission to extend his remarks in two instances and in each to include extraneous material.

Mr. WIER asked and was given permission to extend his remarks and include an excerpt from a Minneapolis labor paper.

Mr. TAURIELLO asked and was given permission to extend his remarks in two

instances and include in one an address by Hon. James A. Farley and in the other a letter he received from the American Zionist Council.

Mr. CANFIELD asked and was given permission to extend his remarks and include two letters.

Mr. HOFFMAN of Michigan asked and was given permission to revise the remarks he made yesterday.

UNITED STATES PARTICIPATION IN INTERNATIONAL ORGANIZATIONS

The SPEAKER. The unfinished business is the question on the engrossment and third reading of House Joint Resolution 334, to amend certain laws providing for membership and participation by the United States in certain international organizations.

The question is on the engrossment and third reading of the joint resolution.

The joint resolution was ordered to be engrossed and read a third time, and was read the third time.

The SPEAKER. The question is on the passage of the joint resolution.

Mr. RICH. Mr. Speaker, I demand the yeas and nays.

The yeas and nays were refused.

The question was taken; and on a division (demanded by Mr. RICH and Mr. BROWN of Ohio) there were—ayes 87, noes 29.

Mr. ALLEN of Illinois. Mr. Speaker, I object to the vote on the ground that a quorum is not present, and make the point of order that a quorum is not present.

The SPEAKER. Evidently a quorum is not present.

The Doorkeeper will close the doors, the Sergeant-at-Arms will notify absent Members, and the Clerk will call the roll.

The question was taken; and there were—yeas 209, nays 91, not voting 130, as follows:

[Roll No. 180]

YEAS—209

Abblitt	Christopher	Gathings
Addonizio	Clemente	Gordon
Albert	Combs	Gossett
Allen, Calif.	Cooley	Grant
Allen, La.	Cooper	Gregory
Andrews	Corbett	Gull
Angell	Crook	Hale
Aspinall	Crosser	Hardy
Bailey	Dague	Harris
Barden	Davenport	Harrison
Bates, Mass.	Davis, N. Y.	Hart
Beckworth	Davis, Ga.	Havenner
Bentsen	Davis, Tenn.	Hays, Ark.
Biemiller	Dawson	Hays, Ohio
Blatnik	Deane	Hedrick
Boggs, La.	DeGraffenried	Herter
Bolling	Denton	Heseltun
Bolton, Ohio	Dollinger	Holifield
Bonner	Donohue	Holmes
Bosone	Doughton	Howell
Bramblett	Douglas	Huber
Brown, Ga.	Doyle	Jackson, Calif.
Buchanan	Eaton	Jacobs
Buckley, Ill.	Elliott	Javits
Burleson	Ellsworth	Johnson
Burnside	Engle, Calif.	Jones, Ala.
Burton	Ewins	Jones, Mo.
Byrne, N. Y.	Fallon	Jones, N. C.
Camp	Feighan	Judd
Canfield	Fenton	Karst
Carlyle	Fernandez	Karsten
Carnahan	Fisher	Kean
Case, N. J.	Flood	Kee
Celler	Forand	Kilburn
Chatham	Fugate	Kilday
Chelf	Fulton	King
Chesney	Furcolo	Kirwan
Chipherfield	Garmatz	Klein

Kruse	Noland	Sheppard
Lane	Norrell	Slakes
Lanham	Norton	Smathers
Larcade	O'Brien, Ill.	Spence
Lind	O'Hara, Ill.	Staggers
Linehan	O'Neill	Stanley
Lucas	O'Sullivan	Sullivan
McCarthy	O'Toole	Tauriello
McConnell	Passman	Pace
McCormack	Patman	Thompson
McDonough	Patten	Thornberry
McGrath	Peterson	Tollefson
McGuire	Philbin	Trimble
McKinnon	Pickett	Underwood
McSweeney	Poage	Van Zandt
Mack, Ill.	Poulson	Vinson
Madden	Preston	Vorys
Magee	Price	Wagner
Mahon	Priest	Walter
Mansfield	Rains	Whitaker
Marcantonio	Ramsay	White, Idaho
Marsalis	Rhodes	Widnall
Martin, Mass.	Riehlman	Wier
Miles	Robeson	Wigglesworth
Mills	Rodino	Willis
Morgan	Rogers, Fla.	Wilson, Okla.
Multer	Rogers, Mass.	Wilson, Tex.
Murdock	Rooney	Woodhouse
Murphy	Roosevelt	Yates
Murray, Tenn.	Sasser	Young
Nelson	Shelley	Zablocki
Nixon		

NAYS—91

Abernethy	Hall	Nicholson
Allen, Ill.	Leonard W.	Norblad
Andersen,	Halleck	O'Hara, Minn.
H. Carl	Harden	O'Konski
Anderson, Calif.	Harvey	Phillips, Calif.
Arends	Hill	Rankin
Barrett, Wyo.	Hoeven	Reed, Ill.
Bennett, Fla.	Hoffman, Mich.	Reed, N. Y.
Bennett, Mich.	Horan	Rees
Bishop	Hull	Rich
Boggs, Del.	Jenison	Schryver
Brown, Ohio	Jenkins	Scudder
Byrnes, Wis.	Jennings	Secrest
Case, S. Dak.	Jensen	Short
Clevenger	Jonas	Simpson, Ill.
Cole, Kans.	Kearney	Simpson, Pa.
Colmer	Keating	Smith, Kans.
Crawford	Kunkel	Smith, Wis.
Cunningham	Latham	Stefan
Curtis	LeCompte	Taber
Davis, Wis.	LeFevre	Tackett
D'Ewart	Lichtenwalter	Talle
Dondero	McCulloch	Velde
Elston	McMillen, Ill.	Vursell
Fellows	Mack, Wash.	Welch
Ford	Martin, Iowa	Whitten
Gavin	Mason	Williams
Golden	Meyer	Winstead
Graham	Michener	Withrow
Gross	Miller, Nebr.	Wolcott
Hagen	Murray, Wis.	Woodruff

NOT VOTING—130

Andresen,	Gamble	Lyle
August H.	Gary	Lynch
Auchincloss	Gillette	McGregor
Baring	Gilmer	McMillan, S. C.
Barrett, Pa.	Goodwin	Macy
Bates, Ky.	Gore	Marshall
Battle	Gorski	Marrow
Beall	Granahan	Miller, Calif.
Blackney	Granger	Miller, Md.
Bolton, Md.	Green	Mitchell
Boykin	Gwinn	Monroney
Breen	Hall	Morris
Brehm	Edwin Arthur	Morrison
Brooks	Hand	Morton
Bryson	Hare	Moulder
Buckley, N. Y.	Hébert	O'Brien, Mich.
Bulwinkle	Heffernan	Patterson
Burdick	Heller	Perkins
Burke	Herlong	Pfeifer
Cannon	Hinshaw	Joseph L.
Carroll	Hobbs	Pfeiffer
Cavalcante	Hoffman, Ill.	William L.
Chudoff	Hope	Phillips, Tenn.
Cole, N. Y.	Irving	Plumley
Cotton	Jackson, Wash.	Polk
Coudert	James	Potter
Cox	Kearns	Powell
Delaney	Keefe	Quinn
Dingell	Kelley, Pa.	Rabaut
Dolliver	Kelly, N. Y.	Redden
Durham	Kennedy	Regan
Eberharter	Keogh	Ribicoff
Engel, Mich.	Kerr	Richards
Fogarty	Lodge	Rivers
Frazier	Lovre	Sabath

Sadlak	Smith, Ohio	Walsh
Sadowski	Smith, Va.	Welch
St. George	Steed	Werdel
Sanborn	Stigler	Wheeler
Saylor	Stockman	White, Calif.
Scott, Hardie	Sutton	Whittington
Scott,	Taylor	Wickersham
Hugh D., Jr.	Teague	Wilson, Ind.
Shafer	Towe	Wolverton
Sims	Wadsworth	Wood

So the joint resolution was passed.
The Clerk announced the following pairs:

Mr. O'Brien of Michigan with Mr. Gamble.
Mr. Quinn with Mr. Potter.
Mr. Heffernan with Mrs. St. George.
Mr. Lynch with Mr. Merrow.
Mr. Gorski with Mr. Cole of New York.
Mr. Herlong with Mr. Cotton.
Mr. Delaney with Mr. August H. Andresen.
Mr. Cox with Mr. Edwin Arthur Hall.
Mr. Dingell with Mr. Beall.
Mr. Steed with Mr. Hinshaw.
Mr. Stigler with Mr. Sanborn.
Mr. Wheeler with Mr. Smith of Ohio.
Mr. Teague with Mr. Stockman.
Mr. Sutton with Mr. Werdel.
Mr. Polk with Mr. Kearns.
Mr. Powell with Mr. Hope.
Mr. Wickersham with Mr. Gillette.
Mr. Redden with Mr. Hardie Scott.
Mr. Regan with Mr. Wilson of Indiana.
Mr. Welch with Mr. Miller of Maryland.
Mr. Rabaut with Mr. Morton.
Mr. Ribicoff with Mr. Keefe.
Mr. Wood with Mr. Phillips of Tennessee.
Mr. Irving with Mr. Plumley.
Mr. Joseph L. Pfeifer with Mr. Towe.
Mrs. Kelly of New York with Mr. Taylor.
Mr. Jackson of Washington with Mr. Coudert.
Mr. Perkins with Mr. Auchincloss.
Mr. Keogh with Mr. Wolverton.
Mr. Green with Mr. Hand.
Mr. Sadowski with Mr. James.
Mr. Boykin with Mr. Blackney.
Mr. Granahan with Mr. William L. Pfeiffer.
Mr. Kennedy with Mr. Dolliver.
Mr. Carroll with Mr. Shafer.
Mr. Miller of California with Mr. Sadlak.
Mr. Hébert with Mr. Macy.
Mr. Gary with Mr. Hugh D. Scott, Jr.
Mr. Moulder with Mr. Brehm.
Mr. Gilmer with Mr. Gwinn.
Mr. Sims with Mr. Lovre.
Mr. Heller with Mr. McGregor.
Mr. Morrison with Mr. Patterson.
Mr. Eberharter with Mr. Engel of Michigan.
Mr. Kelley of Pennsylvania with Mr. Hoffman of Illinois.
Mr. Fogarty with Mr. Wadsworth.
Mr. Frazier with Mr. Goodwin.

Mr. GULL changed his vote from "nay" to "yea."

The result of the vote was announced as above recorded.

The doors were opened.

A motion to reconsider was laid on the table.

FURTHER MESSAGE FROM THE SENATE

A further message from the Senate, by Mr. McDaniel, its enrolling clerk, announced that the Senate had passed, with amendments in which the concurrence of the House is requested, a bill of the House of the following title:

H. R. 8567. An act making appropriations to supply deficiencies in certain appropriations for the fiscal year ending June 30, 1950, and for other purposes.

The message also announced that the Senate insists upon its amendments to the foregoing bill, requests a conference with the House on the disagreeing votes

of the two Houses thereon, and appoints Mr. McKellar, Mr. Hayden, Mr. Russell, Mr. Bridges, and Mr. Gurney to be the conferees on the part of the Senate.

ENLISTMENT OF ALIENS IN THE REGULAR ARMY

Mr. COLMER. Mr. Speaker, I call up House Resolution 649 and ask for its immediate consideration.

The Clerk read the resolution, as follows:

Resolved, That immediately upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (S. 2269) to provide for the enlistment of aliens in the Regular Army. That after general debate, which shall be confined to the bill and continue not to exceed 1 hour, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Armed Services, the bill shall be read for amendment under the 5-minute rule. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion, except one motion to recommit.

Mr. COLMER. Mr. Speaker, I yield myself 1 minute.

Mr. Speaker, this resolution would make in order the consideration of S. 2269, a bill which has been requested by those in charge of the Armed Forces of this country, to permit certain aliens to be enlisted in our Armed Forces.

Mr. Speaker, I now yield 12 minutes to the distinguished chairman of the House Committee on Armed Services, the gentleman from Georgia [Mr. VINSON], who will explain the purposes of the bill.

(Mr. VINSON asked and was given permission to revise and extend his remarks.)

Mr. VINSON. Mr. Speaker, I will try to explain this new program which is to be inaugurated in the Army with respect to enlistments. The bill, which the pending resolution makes in order to be considered in the Committee of the Whole House on the State of the Union, authorizes 2,500 aliens to be enlisted in the Army of the United States. Before these aliens can be enlisted in the Army they must first be screened by the Department of the Army and the program must have the approval of the Office of the Secretary of State. Every effort will be made in the screening process to have it so thorough that no one who should not serve in our Armed Forces will be permitted to enter. We prescribe that they not have dependents and they must be between the ages of 18 and 35.

I may say that this is a Senate bill. It was introduced and passed in the other body, the author of it being the distinguished junior Senator from the Commonwealth of Massachusetts [Mr. LODGE].

The reason why the Army feels it is necessary to have these aliens is based on several factors. In modern warfare

it is necessary to have technicians of the highest character, people who can handle modern weapons, people who are familiar with the language spoken in foreign countries, people who are familiar with the terrain, and people who know something about areas which are somewhat foreign to us. That is the reason why General Collins appeared before the committee in executive session as well as in public session and considered this new step highly important in the management of the Army. He feels it is necessary that there be a small number admitted into the Army.

What do we offer these people in return for enlisting? We say they must enlist for a period of 5 years. If at the end of that period they obtain an honorable discharge and have been ordered to the United States and have been brought to this country by that means, then they will be eligible for citizenship. That is all the bill does.

Mr. Speaker, I propose to offer an amendment to the committee amendment to strike out on page 3 the words "or earlier." The committee language was this: "pursuant to military orders shall, if otherwise qualified for citizenship, and after completion of 5 or more years of military service, or earlier if honorably discharged therefrom."

The reason that prompted us to put the words "or earlier" in was that after the person enlists and serves a year or so he might be found to have some physical disabilities and therefore we would not want to hold him to the 5-year requirement. But the more we thought about it, we thought we were on sounder ground if we struck out the words "or earlier" so that the person would have to be in the Army for at least 5 years.

Mr. RICH. Mr. Speaker, will the gentleman yield?

Mr. VINSON. I yield.

Mr. RICH. What is the real purpose of taking a foreigner and putting him into our army when you can get men who have been naturalized who know all of these countries? We have people from all of these countries who already have become naturalized citizens of the United States.

Mr. VINSON. That is a very important question. General Collins feels, and the Army feels, that it is highly desirable at this time to have a small number of highly trained technicians, people who are familiar with every phase of life in other countries, so they can contribute their knowledge to the proper performance of military duty.

Mr. RICH. Mr. Speaker, will the gentleman yield further?

Mr. VINSON. I yield.

Mr. RICH. If you want those men, do you know who they are?

Mr. VINSON. No. I do not know who they are. Probably the services do not yet know; but they know one thing, that there are types of people abroad who would like to get into the Army, who can contribute certain important knowledge to our Army, and by doing so, if honorably discharged and brought to this country—remember that—brought to this country, they will get citizenship. As a matter of fact, they may never come

to this country. The Army may not order them here. The Army may keep them abroad. If so, they do not get citizenship.

Mr. RICH. If he is a citizen of some foreign country, the Army cannot give him any orders at all that he will obey. He will obey the laws of his own country.

Mr. VINSON. But he cannot get into this country unless the Army orders him here.

Mr. RICH. We have 13,000 aliens in the State Department, and if you can tell me where they are doing a good job for this country, then I do not know anything about it.

Mr. VINSON. Well, we have all been considerably disturbed about various recent charges, but I am utterly confident that General Collins and the men who run the Army are not going to bring any Communists into the United States Army. I will speak without any reservation as far as the Army is concerned.

Mr. WILLIAMS. Mr. Speaker, will the gentleman yield?

Mr. VINSON. I yield to the distinguished gentleman from Mississippi.

Mr. WILLIAMS. It is my understanding that the Army needs these people to perform certain specialized duties, such as interpreters, and so forth. In the light of that, is there any reason why those people could not be employed in a civilian capacity, rather than to take them into the Army?

Mr. VINSON. Well, you would not have sufficient control over them. You must have people that you can direct and order in military matters.

Now, I repeat that we asked General Collins to come into executive session on this. I said, "Tell us how you are going to use these men," and he told us. I cannot divulge those things in public debate, but you can rest assured that the Army is not going to put any Communists in it knowingly, and these aliens are going to be in our service only after they have been most carefully screened.

Mr. HOEVEN. Mr. Speaker, will the gentleman yield?

Mr. VINSON. I yield to the distinguished gentleman from Iowa.

Mr. HOEVEN. Why is it necessary to have the approval of the Secretary of State?

Mr. VINSON. As far as I am concerned, I would just as soon have the approval of the Army. I will go further and say that I am perfectly willing to have the scrutinizing done by committees of Congress. We have plenty of precedent for that. I am perfectly willing to have the list of these men submitted to our Judiciary Committee for consultation with the Department of the Army before they are admitted to the service. But these men should be in the Army because they can render great service to the Army. Only 2,500 are involved.

Mr. HOEVEN. That is not the question; I want to know why we need the approval of the State Department?

Mr. VINSON. I do not need the approval of the Secretary of State as far as I am concerned. That can be stricken out.

Mr. HOEVEN. Why is it in the bill? Mr. VINSON. Because Senator Lodge put it in the bill. So far as I am concerned it can be stricken out.

Mr. WALTER. Mr. Speaker, will the gentleman yield?

Mr. VINSON. I yield.

Mr. WALTER. What effect will the enactment of this legislation have on immigration quotas?

Mr. VINSON. This is outside of immigration quotas.

I will be perfectly willing to accept an amendment—now listen, because you will want to know what I am talking about—that before any of these aliens are accepted by the Army consultation must be had with the Judiciary Committees of the House and the Senate; because we all have the same objective, we do not want anybody in our Army who should not be in that service. I am willing to accept any safeguard to see that we get the right recruits, recruits who can be of service and benefit to carry out any Army mission that General Collins feels is absolutely necessary.

Mr. WALTER. I call attention to the picture at the left of the Speaker, the portrait of Lafayette; I remind the gentleman of Pulaski, Von Steuben, and others, men who took an illustrious part in our fight for independence.

Mr. VINSON. That is quite different; they did not enlist in the Army of the United States; they were allies. These men, however, are going to enlist.

Mr. WALTER. A moment ago the question was raised as to the reason for the inclusion of the Secretary of State. That is absolutely essential, as I see it, because the State Department occupies the position of screening all aliens that come to the United States. By including the authorization from the Secretary of State it is certain there is no question but what the proper visa would be issued.

Mr. VINSON. I hope the committee will give us a full opportunity to vote on the bill, so I trust the rule will be adopted; but I felt it necessary in advance of general debate to make some explanation of the reasons behind the bill.

Mr. JAVITS. Mr. Speaker, will the gentleman yield for a question?

Mr. VINSON. I yield.

Mr. JAVITS. The gentleman emphasized the point about Communists; will the gentleman emphasize equally the fact that those with a Nazi or Fascist background are equally undesirable as far as our Army is concerned?

Mr. VINSON. They will be screened; we will not have anybody but whose heart beats in harmony with ours.

Mr. Speaker, I hope the committee will adopt the resolution, will debate the bill for an hour and will let the House vote on it.

Mr. COLMER. Mr. Speaker, I yield 30 minutes to the gentleman from Illinois [Mr. ALLEN].

Mr. ALLEN of Illinois. Mr. Speaker, I yield myself such time as I may require.

Mr. Speaker, I am opposed to this bill, because in times like these when we hear about all our other departments of the Government having Reds and Commu-

81ST CONGRESS
2D SESSION

H. J. RES. 334

IN THE SENATE OF THE UNITED STATES

JUNE 23 (legislative day, JUNE 7), 1950

Read twice and referred to the Committee on Foreign Relations

JOINT RESOLUTION

To amend certain laws providing for membership and participation by the United States in certain international organizations.

*Resolved by the Senate and House of Representatives
of the United States of America in Congress assembled,*

That the following laws of the United States are hereby
amended in the following particulars:

(a) Public Resolution 31, Seventieth Congress, is
revised to read as follows:

"That in order to meet the obligations of the United
States as a member of the American International Institute

for the Protection of Childhood, there are hereby authorized

to be appropriated to the Department of State—

1 “(a) the sum of \$24,000 for payment by the
2 United States of its assessed annual contributions for
3 the period beginning July 1, 1946, and extending
4 through the fiscal year expiring June 30, 1949; and

5 “(b) such sums, not to exceed \$10,000 annually,
6 as may be required thereafter for the payment by the
7 United States of its share of the expenses of the Insti-
8 tute, as apportioned in accordance with the statutes of
9 the Institute.”

10 (b) Public Law 174, Seventy-ninth Congress, is
11 amended by striking out the figure “\$1,250,000” in section
12 2 thereof and inserting in lieu thereof the figure
13 “\$2,000,000”.

14 (c) Public Law 403, Eightieth Congress, is amended
15 by striking out the figure “\$20,000” in subsection (a) of
16 section 3 thereof and inserting in lieu thereof the figure
17 “\$75,000”.

18 (d) Public Law 643, Eightieth Congress, is hereby
19 amended:

20 (1) By striking out the words “There is hereby author-
21 ized to be appropriated annually to the Department of
22 State” in section 3 thereof and inserting in lieu thereof the

1 words "There are hereby authorized to be appropriated
2 to the Department of State for contribution to the working
3 capital fund of the organization the sum of \$560,000 and
4 as annual appropriations the following"; and

5 (2) By striking out the figure "\$1,920,000" in sub-
6 section (a) of section 3 thereof and inserting in lieu thereof
7 the figure "\$3,000,000".

8 (e) Public Law 843, Eightieth Congress, is hereby
9 amended:

10 (1) By striking out the figure "\$1,091,739" in sub-
11 section (a) of section 2 thereof and inserting in lieu thereof
12 the figure "\$1,750,000";

13 (2) By striking out the words "article 13 (c)" in
14 section (a) of section 2 thereof and inserting in lieu thereof
15 the words "article 13 (2) (c) and 13 (3)"; and

16 (3) By striking out the words "not to exceed \$95,000
17 per annum" in subsection (b) of section 2 thereof.

Passed the House of Representatives June 22, 1950,

Attest:

RALPH R. ROBERTS,

Clerk.

81ST CONGRESS
2D SESSION

H. J. RES. 334

JOINT RESOLUTION

To amend certain laws providing for membership and participation by the United States in certain international organizations.

JUNE 23 (legislative day, JUNE 7), 1950

Read twice and referred to the Committee on Foreign Relations

LIMITATIONS UPON AUTHORIZATIONS FOR UNITED STATES PARTICIPATION IN FIVE INTERNATIONAL ORGANIZATIONS

AUGUST 28 (legislative day, JULY 20), 1950.—Ordered to be printed

Mr. GREEN, from the Committee on Foreign Relations, submitted the following

REPORT

[To accompany H. J. Res. 334]

The Committee on Foreign Relations, to whom was referred a joint resolution (H. J. Res. 334) to amend certain laws providing for membership and participation by the United States in certain international organizations, having considered the same, report favorably thereon with one amendment and recommend that the resolution pass.

1. PURPOSE OF THE RESOLUTION

This resolution raises the statutory limitations imposed on the financial contributions of the United States to five international organizations of which the United States is a member.

The organizations, the present ceilings on the United States contributions as fixed by law, and the ceilings proposed in the present resolution, are as follows:

Organization	Present statutory limitation	Proposed limitation under H. J. Res. 334
American International Institute for the Protection of Childhood.....	\$2,000 per annum.....	\$24,000 for United States contributions from July 1, 1946, to June 30, 1949. Annual contribution thereafter not to exceed \$10,000.
Food and Agriculture Organization.....	\$1,250,000 per annum.....	\$2,000,000 per annum.
South Pacific Commission.....	\$20,000 per annum.....	\$75,000 per annum.
World Health Organization.....	\$1,920,000 per annum.....	\$500,000 for working capital fund and annual contribution not to exceed \$3,000,000.
International Labor Organization.....	\$1,091,739 per annum.....	\$1,750,000 per annum.

2. COMMITTEE ACTION

On June 23, House Joint Resolution 334 was referred to the Committee on Foreign Relations, which held hearings on July 10 and

August 11, 1950, and heard the testimony of John D. Hickerson, Assistant Secretary of State; Philip M. Kaiser, Assistant Secretary of Labor; Philip V. Cardon, Administrator, Agricultural Research Administration, Department of Agriculture; Frederick J. Brady, Medical Director, United States Public Health Service; William O. Hall, Director, Office of International Administration and Conferences, Department of State; Mrs. Elizabeth S. Enochs, Director, Division of International Cooperation, United States Children's Bureau; and Robert Robbins, Office of Dependent Area Affairs, Department of State. On August 22, the committee voted to report the resolution favorably, with one amendment.

The committee has received no evidence of opposition to the resolution. On the contrary various important nongovernmental organizations—particularly those interested in strengthening the work of the United Nations—have strongly urged its passage.

3. BACKGROUND

The charters of most international organizations to which the United States belongs contain provisions which indicate the way in which the organization is to go about determining its annual budget. The Charter of the United Nations, for example, provides in article 17 that—

1. The General Assembly shall consider and approve the budget of the Organization.

2. The expenses of the Organization shall be borne by the members as apportioned by the General Assembly.

While the United Nations is not one of the organizations affected by this resolution, these provisions are similar to those in effect in a number of international organizations. (See appendix I for the specific provisions in the charters of organizations affected by the pending legislation.)

When the Congress authorized this Government to accept membership in certain international organizations, including those covered by this resolution, it did so with full knowledge of the procedures by which the organizations determined their budgets and allocated their expenses among member states. As a safeguard or check against heavy financial commitments on the part of the United States and so that the United States would not be required to pay a disproportionate share of their expenses, language was incorporated in the enabling legislation which limited the amounts which could be appropriated for the payment of our annual contributions. These authorized amounts were ceilings beyond which the executive branch of the Government could not commit the United States without further action by the Congress. At the time these ceilings were fixed by Congress, the financial requirements of the organizations were not fully known in all cases, since their programs had not been fully developed. The inclusion of these provisions in the enabling legislation assured a regular means by which Congress might, if and when the activities of the organizations increased, review the program and the objectives of the organizations and the results of United States participation therein.

Since the United States joined the organizations covered by the pending resolution, some of them have expanded their programs, some

have found it necessary to assess their members at higher rates because only a limited number of states joined, and prices have risen the world over—all with the effect of requiring increased contributions from member states.

During the first session of the Eighty-first Congress, the Secretary of State in a letter to the Presiding Officer of the Senate proposed legislation to remove these ceilings, pointing out that they hampered the negotiating position of American representatives to the various organizations. The existence of the ceilings made it difficult, for example, for the United States to take a strong position in support of programs which might be of positive benefit to our country if those programs involved any increased contributions on our part. The position of American delegations was also difficult because, if they wanted to oppose an increased budget, other delegations might question whether our opposition stemmed from the ceilings imposed on American contributions or from reasons going to the substance of the programs.

On June 22 of this year, the House of Representatives approved the resolution now before the Senate. Although the Department of State had asked for complete removal of the ceilings on our contributions to these organizations, the House resolution provides only for raising the ceilings to a point where the present budget requirements of the organizations can be met and with provision for a small degree of flexibility in meeting future budgets.

4. WHAT HOUSE JOINT RESOLUTION 334 WILL DO

The pending resolution will authorize increased appropriations up to specified amounts, to enable the United States to make its annual contributions to the named international organizations in accordance with their normal procedures for apportioning expenditures among their members. The organizations affected, the amounts of the increases, and the reasons for the raised ceilings are outlined below.

American International Institute for the Protection of Childhood

Paragraph (a) of House Joint Resolution 334 amends 45 Statutes 467 by authorizing an annual appropriation of not to exceed \$10,000 for the Institute for the Protection of Childhood. Until this amendment becomes effective, annual United States appropriations are limited by statute to \$2,000. Until 1946, all countries members of the Institute contributed \$2,000 annually regardless of their size or capacity to pay. In 1946, the Institute revised its scale of contributions basing it on population. In accordance with this revised scale the annual United States contribution since 1946 has been \$10,000. As a result, the United States has been in arrears, \$8,000 each year since 1946. This resolution, therefore, provides for payment of the arrears from 1947 through June 30, 1949, a total of \$24,000, and for the annual payment thereafter of \$10,000.

The principal reason for adopting the revised scale of contributions, which increased the annual American contribution, was to make possible a more equitable apportionment of expenditures, thereby making it easier for smaller states, some of which could not afford even the annual \$2,000 contribution, to join the organization.

The American Institute for the Protection of Childhood is an inter-American organization, which now includes all American Republics as members, devoted to the study of questions relating to child welfare in the Americas. It collects information, advises member governments on experiences gained by other members, and in general performs services of assistance to individuals and government agencies concerned with child welfare.

The Food and Agriculture Organization (FAO)

Paragraph (b) of the resolution amends 59 Statutes 529 by authorizing an increase in the amount of the United States annual contribution to the FAO from \$1,250,000 per annum to not to exceed \$2,000,000 per annum. The failure of the Soviet Union and certain other states to join this Organization necessitated a revised contribution scale in 1950 and the United States' share has been increased by the Organization from 25 percent to 27.1 percent. It is considered that the FAO cannot do its work effectively on a budget of less than \$5,000,000 (budget for 1950). Therefore, the \$1,250,000 maximum now set by law will not be sufficient to meet the new assessment to be levied upon this country. Since 27.1 percent of \$5,000,000 is \$1,355,000 (\$645,000 less than the new ceiling), it will be possible for the FAO to increase its activities to some extent, if desirable, without further congressional action except, of course, for annual appropriations by the Congress.

The Food and Agriculture Organization, of which former Under Secretary of Agriculture Norris E. Dodd is Director General, is directing its activities more and more toward providing information and advice on the development of production in agriculture, forestry, and fisheries. The rapid increase of population makes it ever more important that this organization concentrate its attention on increasing the output of food throughout the world, particularly in those countries where food production lags far behind the needs of a constantly expanding population.

The South Pacific Commission

Paragraph (c) of House Joint Resolution 334 will amend the basic South Pacific Commission authorizing legislation (65 Stat. 15) by authorizing an increase in the amount of the United States annual appropriation for the South Pacific Commission from \$20,000 per year to \$75,000 per year. When this organization was first started in 1948 it had a total budget of \$146,541. The statutory ceiling of \$20,000 was sufficient to enable the United States to meet its 12½ percent share of that original budget but is not adequate to enable us to pay our 12½ percent share of the 1950 budget of \$371,672, which would be \$46,334. The raised ceiling will permit the South Pacific Commission to expand its activities some, if necessary, without additional consideration of amendments to the basic participation legislation by the Congress.

The South Pacific Commission is an organization of states with particular interest in the common problems of territories in the South Pacific area. It endeavors to bring together and encourage the use of information on such matters as transport, fisheries, communications, health, etc.

The World Health Organization (WHO)

Paragraph (d) of House Joint Resolution 334 will amend the basic United States statutory authority of the World Health Organization (62 Stat. 441) to authorize a one-time appropriation of \$560,000 as a United States contribution to the working capital fund of the Organization and to authorize a raise in the ceiling on our annual contributions from \$1,920,000 to \$3,000,000.

The contribution to the working capital fund is to assist the WHO in creating a revolving fund of approximately \$4,000,000 which can be used to meet contingencies that may arise and the normal operating expenses of the Organization pending receipt of regular contributions.

The increase in the ceiling on the United States contributions to the WHO is necessary because of the increased, world-wide demand for an expansion of the activities of this Organization. The original annual budget was in the neighborhood of \$5,000,000. It is anticipated that for the next few years the budget will be about \$7,000,000 per year. In terms of the health needs of the world, this amount is very small. The WHO has done effective work in the fields of malaria and cholera control. It has given a great deal of assistance to certain parts of the world in need of help in the control of tuberculosis, venereal disease and other contagious diseases.

It should be observed that the United States contribution to the WHO budget has decreased from 38.77 percent to 36 percent of the total and that the WHO Assembly has agreed in principle that in normal times no member should be assessed more than 33½ percent of the budget.

The International Labor Organization (ILO)

Paragraph (e) of House Joint Resolution 334 will amend section 2 of Public Law 843, Eightieth Congress (63 Stat. 1151), by raising the ceiling on annual contributions by the United States to the ILO from the present figure of \$1,091,739 to \$1,750,000. Paragraph (e) will also strike out a limitation of \$95,000 on amounts which can be appropriated annually to pay for expenses incidental to participation by the United States in the activities of the Organization. This later amendment will bring the provisions of the ILO authorizing legislation into line with similar provisions in legislation affecting other international organizations which customarily authorizes the appropriation of such sums as may be necessary to pay expenses incidental to American participation in the Organization. These sums cover such items as expenses of travel for United States representatives to conferences. In the case of the ILO, the funds appropriated cover the travel expenses to annual conferences for employer and worker representatives as well as of Government representatives.

The ILO was established in 1919. It is the instrumentality through which some 60 governments consult together and work out better standards for the employment of labor. It is in the interests of the United States to strongly support this Organization since much of its efforts are directed toward raising labor standards elsewhere in the world to the level which exists in the United States. This means

not only that the Organization is instrumental in avoiding conditions abroad which may lead to totalitarianism, but that by improving the working conditions of laborers everywhere, American industry is not put at a competitive disadvantage in pricing its products for sale because of low wages and poor working conditions in other countries.

The United States share of the budget of the ILO is now 22 percent. Since the 1950 budget is \$5,983,526, the United States share will be \$1,269,867, somewhat above the present statutory ceiling of \$1,091,739. Fixing the ceiling at \$1,750,000 means that there will be some leeway for expansion of the activities of this organization without additional congressional action except for the annual appropriation of funds.

It is the understanding of the committee that upon the passage of this legislation the Department of State will seek appropriations which will cover the assessments upon which the United States is now in arrears. This means that appropriations will be sought to cover the full United States assessment for the Institute for the Protection of Childhood for the fiscal years 1947 through 1950; for the South Pacific Commission for the calendar years 1949 and 1950; and for the Food and Agricultural Organization, the World Health Organization, and the International Labor Organization for the calendar year 1950.

5. UNITED STATES CONTRIBUTIONS TO INTERNATIONAL ORGANIZATIONS

Brief reference has been made in the preceding sections to the percentage contributions of the United States to the international organizations covered by this legislation. This is a subject which has been of much concern to the Committee on Foreign Relations. It has also been of much concern to United States delegations to international organizations. The table which follows indicates that United States contributions to various organizations have ranged from 4 percent to more than 75 percent.

*United States contributions to international organizations during the fiscal year 1950*¹

Organization	United States contribution	United States percentage
I. UNITED NATIONS AND SPECIALIZED AGENCIES		
A. Permanent organizations:²		
United Nations.....	\$16,601,021	39.89
Food and Agriculture Organization.....	³ 1,250,000	27.10
International Civil Aviation Organization.....	453,979	18.47
International Labor Organization.....	848,058	18.35
International Telecommunication Union.....	⁴ 146,311	⁴ 8.04
United Nations Educational, Scientific and Cultural Organization.....	2,887,173	38.47
Universal Postal Union.....	⁵ 12,056	4.34
World Health Organization.....	1,918,220	38.54
Subtotal.....	24,126,818	35.35
B. Emergency relief and other special activities:		
International Civil Aviation Organization Joint Support Program.....	⁶ 547,939	⁶ 52.28
International Refugee Organization.....	70,447,729	⁷ (57.34) 45.58
United Nations International Children's Emergency Fund.....	⁶ 15,509,235	⁸ 72.00
United Nations Relief for Palestine Refugees.....	⁹ 8,000,000	⁹ 45.49
United Nations Relief and Works Agency for Palestine Refugees in the Near East.....	¹⁰ 2,000,000	¹⁰ 50.00
Subtotal.....	96,504,903	¹¹ (57.77) 48.56

See footnotes page 8.

United States contributions to international organizations during the fiscal year 1950—
Continued

Organization	United States contribution	United States percentage
II. INTER-AMERICAN ORGANIZATIONS		
American International Institute for the Protection of Childhood.....	¹² \$2,000	¹² 35.71
Inter-American Indian Institute.....	4,800	¹³ 22.86
Inter-American Institute of Agricultural Sciences.....	149,292	¹⁴ 79.02
Inter-American Radio Office.....	⁶ 5,682	25.51
Inter-American Statistical Institute.....	29,854	¹⁵ 51.60
International Office of Postal Union of Americas and Spain.....	¹⁶ 2,424	¹⁶ 8.16
Pan American Institute of Geography and History.....	10,000	36.23
Pan American Railway Congress.....	5,000	42.18
Pan American Sanitary Bureau.....	¹⁷ 1,153,498	72.13
Pan American Union (including Inter-American Defense Board and Inter-American Commission of Women).....	1,247,123	71.59
Subtotal.....	2,609,673	70.21
III. OTHER INTERNATIONAL ORGANIZATIONS		
Bureau of the Interparliamentary Union for the Promotion of International Arbitration.....	15,000	19.90
International Commission of the Cape Spartel Light.....	⁶ 825	8.33
Caribbean Commission.....	122,002	38.40
International Bureau for the Protection of Industrial Property.....	⁶ 1,802	5.58
International Bureau for the Publication of Customs Tariffs.....	2,233	⁶ 4.34
International Bureau of the Permanent Court of Arbitration.....	1,079	4.79
International Bureau of Weights and Measures.....	9,372	16.61
International Council of Scientific Unions and Seven Associated Unions.....	⁶ 5,532	⁶ 9.00
International Criminal Police Commission.....	¹⁸ 3,000	⁶ 18.00
International Hydrographic Bureau.....	9,147	13.08
International Meteorological Organization.....	¹⁹ 3,737	4.33
International Penal and Penitentiary Commission.....	5,088	⁶ 32.47
International Sugar Council.....	6,522	21.52
International Whaling Commission.....	267	8.33
International Wheat Council.....	19,220	17.22
Permanent International Association of Navigation Congresses.....	²⁰ 1,500	⁶ 17.54
South Pacific Commission.....	²¹ 20,000	²¹ 12.50
Subtotal.....	227,326	19.90
IV. TEMPORARY ORGANIZATIONS OR ORGANIZATIONS IN WHICH UNITED STATES PARTICIPATION IS TEMPORARY (OTHER THAN THOSE LISTED UNDER I. B. ABOVE)		
Central Commission for Navigation of the Rhine.....	8,596	16.67
Inter-Allied Reparation Agency.....	⁶ 119,752	28.00
International Authority for the Ruhr.....	98,000	20.00
International Cotton Advisory Committee.....	12,000	15.79
International Seed-Testing Association.....	149	10.20
International Tin Study Group.....	4,868	12.07
International Union of Official Travel Organizations.....	²² 2,520	10.34
Rubber Study Group.....	5,719	14.35
Subtotal.....	251,595	21.96
Grand total.....	123,720,315	²³ (51.23) 45.29

See footnotes page 8.

Study of this table shows that there are two groups of international organizations to which American contributions have been unusually high. One group is made up for the most part of organizations concerned with postwar emergency relief operations. The other group comprises the Inter-American agencies where membership is small and the disparity of resources the greatest. The committee was particularly interested however, in the permanent international organizations including the United Nations and the specialized agencies of the United Nations. It will be noted that the average United States percentage contribution to these organizations will be 35.35 percent of the total in 1950.

The committee felt that this average is too high. It also realized however, that the position of the United States in the postwar world is such that its "capacity to pay" large contributions is much greater

than that of any other state member of these organizations. The committee was particularly concerned lest the pending legislation which raises the ceilings on appropriations for certain organizations should be taken as a signal for increasing the percentage contributions of the United States in other organizations. Assistant Secretary of State John D. Hickerson stated to the committee that the Department of State has taken the position—

that in seeing that our taxpayers get their money's worth, where our percentage contributions increase in one organization that must be counterbalanced by decreased percentages in those places where we are over 33½ percent * * *

In other words, if the ILO should seek to raise the percentage of the United States contribution to that Organization, the committee understands that the United States will take the position that increased contributions to that organization should be correlated with reductions in the percentage contributions of the United States to other organizations where our present contribution percentage is unduly high, i. e. over 33½ percent of the total.

¹ Unless otherwise indicated, United States contributions to the international organizations listed are paid from appropriations made or allocated to the Department of State.

The amounts shown are contributions paid. In some cases differences exist between the amount of the United States assessment and the United States contribution paid because of such factors as credits applied toward United States assessments or because of United States statutory limitations on the amount authorized to be appropriated annually for payment of the United States share. Those cases where statutory limitations have prevented payment of the full United States share are footnoted.

Unless otherwise indicated, the percentages shown are percentages of total scheduled assessments.

² This list does not include the International Bank for Reconstruction and Development or the International Monetary Fund, which are financed by capital subscriptions from member governments and income from operations rather than by annual contributions.

³ The United States assessed contribution was \$1,302,500, but the maximum amount authorized to be appropriated annually for payment of the United States contribution is \$1,250,000.

⁴ Figures are applicable to the ordinary budgets of the ITU for the calendar years 1949 and 1950.

⁵ The United States contribution was paid from Post Office Department funds.

⁶ Figure is an estimate.

⁷ The United States was assessed 45.58 percent of the fiscal year 1950 scheduled IRO budget of \$154,560,500 in accordance with the official IRO administrative and operational scales of contribution which include all countries members of the United Nations when the IRO constitution was drawn up. Contributions due from the 15 members of the IRO came to \$122,863,934 and the United States percentage share of this amount is 57.34.

⁸ This figure is not an assessed percentage, since contributions to UNICEF are voluntary. Public Law 472, 80th Cong., approved April 3, 1948, as amended by Public Law 170, 81st Cong., approved July 14, 1949, authorizes the United States to contribute to UNICEF 72 percent of all Government contributions.

⁹ This figure is not an assessed contribution, since contributions to UNRPR were voluntary. Total contributions to this program are estimated at \$35,173,586, of which the United States contributed \$16,000,000, or 45.49 percent. \$8,000,000 of this amount was contributed during the fiscal year 1949.

¹⁰ This amount was contributed out of funds advanced by the Reconstruction Finance Corporation pending an appropriation by the Congress for contributions to UNRWA as authorized by Public Law 535, 81st Cong., approved June 5, 1950. Advances by the RFC, which are not to exceed \$8,000,000 in the aggregate, are to be repaid from the appropriation for contributions to UNRWA. The United States authorizing legislation will allow an appropriation of \$27,450,000 for voluntary contributions to UNRWA which represents 50 percent of the estimated total cost of the program.

¹¹ If the actual rather than the official United States percentage for the IRO is taken into account (see footnote 7), the United States percentage of total contributions for emergency relief and other special activities is 57.77.

¹² The United States annual quota is \$10,000 but only \$2,000 is authorized to be appropriated annually for the payment of the United States contribution. The United States percentage of 35.71 represents the proportion of the United States assessment of \$10,000 to total assessments.

¹³ The scale of contributions of the organization is based on membership of all the 21 American Republics. The United States share is 15.69 percent. The United States percentage shown in this chart is based on assessments against the 14 member countries.

¹⁴ The Institute included in its schedule of quotas for the fiscal year 1950 contributions from the 21 American Republics. On this basis, the United States share is 50.33 percent. The percentage shown in this chart is based on assessments against the 10 member countries.

¹⁵ The Institute included in its schedule of quotas for the fiscal year 1950 contributions from the 21 American Republics and Canada. On this basis, the United States share is 49.30 percent. The percentage shown in this chart is based on assessments against the 17 member countries.

¹⁶ The United States contribution is paid from Post Office Department funds. Figures are estimates.

¹⁷ The full United States assessment for the organization's financial year 1949 was \$1,226,196 or 72.13 percent of total assessments of \$1,700,000. A part (\$72,698) of fiscal year 1949 funds and the whole of fiscal year 1950 funds were used to pay this assessment.

¹⁸ The United States contribution is paid from funds appropriated to the Department of Justice.

¹⁹ The United States contribution is paid from funds appropriated to the Department of Commerce.

²⁰ The United States contribution is paid from funds appropriated to the Department of the Army.

²¹ The United States assessment for the fiscal year 1950 was \$22,474, but only \$20,000 is authorized to be appropriated annually for the payment of the United States contribution. The United States percentage of 12.50 represents the proportion of the United States assessment of \$22,474 to total assessments.

²² The United States contribution is paid from ECA funds.

²³ If the actual rather than the official United States percentage for the IRO (see footnote 7) is taken into account, the United States percentage of total assessments for all the organizations listed is 51.23.

Mr. Hickerson's reference to 33½ percent was a reference to the percentage which the United Nations General Assembly has recognized as the maximum that any state should, in normal times, be asked to contribute to that organization. Although the 1950 United States contribution is 39.79 percent (39.89 in 1949) of the budget of the United Nations, the United States delegations to the General Assembly have vigorously endeavored to get this figure reduced. The committee feels strongly that these efforts should be continued.

6. EXPENSE INVOLVED

The pending legislation will authorize an increase in our appropriations for the five international organizations of not to exceed \$2,551,261 per year. This does not mean that United States contributions will automatically be increased by that amount. It means that United States appropriations for contributions to these organizations can be increased by that amount if the budgets of the organizations go up or if the percentage contributions of the United States should be increased. As indicated in the preceding sections, the committee found that increased budgets for some of the organizations are necessary. The committee expects, however, that every possible effort will be made to offset increases in the percentage contributions of the United States to some international organizations by corresponding decreases in the percentage contributions of the United States to other organizations.

7. SUGGESTED AMENDMENT

The committee felt that it should be made completely clear that the new ceilings imposed by this resolution should not be breached by any method of indirect contributions of funds from the United States Treasury. The committee wanted to be sure that once the annual required financial contributions of the United States have been made to the regular budgets of particular international organizations by the Department of State, that additional contributions are not made directly or indirectly, by any other agency of the United States Government. In other words, the ceiling as fixed in the legislation is to be the limit on all the funds forthcoming from the Treasury which go into the normal operations of the international organizations covered by this act.

At the same time, the committee recognized that there may be occasions for special voluntary or negotiated contributions of the United States to these organizations for special projects outside their regular budgets and that such contributions should not be limited by the ceilings here imposed. The committee had in mind the technical assistance program, wherein special United States legislation provides for United States contributions to the United Nations expanded program of technical assistance in which the specialized agencies also participate. Again, the committee recognized that there may be occasions when it will be in the interest of the United States to secure special services from an international organization on a contractual basis, quite apart from the benefits which the United States may share with 50 or 60 other nations from the regular budgeted activities of the

agency. The committee did not believe that such contributions should be limited by these ceilings.

The committee also deemed it important to have all financial contributions by the United States to international organizations clear through a single agency of the Federal Government, namely, the Department of State; and that an annual report to the Congress should be made on the extent and disposition of such contributions. The committee, therefore, to meet these objectives recommends the following amendment to be added to House Joint Resolution 334.

Add a new section after page 3, line 17, to read as follows:

All financial contributions by the United States to the normal operations of the international organizations covered by this Act, which Member States are obligated to support annually, shall be limited to the amounts provided in this Act: *Provided*, That contributions for special projects not regularly budgeted by such international organizations shall not be subject to the above limitation.

All financial contributions by the United States to international organizations in which the United States participates as a member shall be made by or with the consent of the Department of State regardless of the appropriation from which any such contribution is made. The Secretary of State shall report annually to the Congress on the extent and disposition of such contributions.

CONCLUSION

The United States is making an effort to reduce its share of expenses in most international organizations. In a few, such as the International Labor Organization, where the trend is upward, the Department of State has taken a firm line that any upward adjustment must be viewed in relation to the progress being achieved in reducing percentages of contribution in agencies where the United States share is still above the level recognized as the proper maximum for any one state in normal times. The legislation here under consideration is consistent with these objectives. Each of the five international organizations in question is governed by a fundamental charter containing provisions to insure adequate and deliberate consideration of budget estimates before any financial decision is taken. This is also true of the determination of the scales of contribution. The committee believes that House Joint Resolution 334, as amended, will give the Department of State the necessary latitude to meet our responsibilities to the international organizations covered by this resolution. At the same time it keeps a prudent ceiling on the appropriations that can be made for contribution. The committee therefore recommends that the resolution with the recommended amendment be passed.

APPENDIX I

BASIC AUTHORIZATION IN CERTAIN INTERNATIONAL INSTRUMENTS FOR THE APPORTIONMENT OF BUDGET EXPENSES AMONG THE MEMBER STATES

I.—AGENCIES AFFECTED BY H. J. RES. 334

American International Institute for the Protection of Childhood

Section 32 of the Statutes of the Institute provides:

Every year the Council shall study the draft of the budget presented by the Director General and shall approve it with the changes which it considers desirable.

Before 1946, each member was assessed an annual quota of \$2,000. The Directing Council of the Institute, in 1946, revised the basic financial provision of the Statutes of the Institute so as to establish a scale of contributions based on population with quotas ranging from \$200 to \$10,000.

The quotas of members under the revised statutes are as follows:

Argentina.....	\$3, 000	Haiti.....	\$200
Bolivia.....	500	Honduras.....	200
Brazil.....	5, 000	Mexico.....	2, 500
Chile.....	1, 000	Nicaragua.....	200
Colombia.....	1, 000	Panama.....	200
Costa Rica.....	200	Paraguay.....	200
Cuba.....	1, 000	Peru.....	1, 000
Dominican Republic.....	200	United States.....	10, 000
Ecuador.....	200	Uruguay.....	500
El Salvador.....	200	Venezuela.....	500
Guatemala.....	200		

Food and Agriculture Organization

The budget of the Food and Agriculture Organization is prepared by the Director General of the Organization. The Council's Committee on Financial Control reviews the budget estimates and submits its recommendations to the Council. The latter in turn reports to the Conference for final approval.

The relevant portion of the constitution of the Food and Agriculture Organization is Article XVIII, paragraph 1, which reads:

Subject to the provisions of Article XXV [temporary provisions for the initial fiscal year], the Director General shall submit to the Conference an annual budget covering the anticipated expenses of the Organization. Upon approval of a budget the total amount approved shall be allocated among the member nations in proportions determined, from time to time, by the Conference. Each member nation undertakes, subject to the requirements of its constitutional procedure, to contribute to the Organization promptly its share of the expenses so determined.

South Pacific Commission

Article XIV of the agreement establishing the South Pacific Commission, paragraph 46, provides that:

The Commission shall adopt an annual budget for the administrative expenses of the Commission and its auxiliary and subsidiary bodies, and such supplementary

budgets as it may determine. The Secretary General shall be responsible for preparing and submitting to the Commission for its consideration the annual administrative budget and such supplementary budgets as the Commission may require.

Paragraph 48 provides that:

There shall be established, to meet the expenses of the Commission, a fund to which each participating Government undertakes, subject to the requirements of its constitutional procedure, to contribute promptly its proportion of the estimated expenditure of the Commission, as determined in the annual administrative budget and in any supplementary budgets adopted by the Commission.

Paragraph 49 provides that:

The expenses of the Commission and its auxiliary and subsidiary bodies shall be apportioned among the participating Governments in the following proportions:

	Percent		Percent
Australia.....	30	United Kingdom of Great Britain	
France.....	12½	and Northern Ireland.....	15
The Netherlands.....	15	United States of America.....	12½
New Zealand.....	15		

Before the close of its second fiscal year, the Commission shall review the apportionment of expenses and recommend to the participating Governments such adjustments as it considers desirable. Adjustments may at any time be made by agreement of all the participating Governments.

World Health Organization

In the World Health Organization, the budget estimates are prepared by the Director General and submitted to the Executive Board for transmittal, with the Board's comments, to the Assembly. The Assembly's Committee on Administration and Finance reviews the proposed budget and submits its recommendations to the Assembly for final action.

The relevant portion of the constitution of the World Health Organization is found in articles 55 and 56 as follows:

ARTICLE 55

The Director General shall prepare and submit to the Board the annual budget estimates of the Organization. The Board shall consider and submit to the Health Assembly such budget estimates, together with any recommendations the Board may deem advisable.

ARTICLE 56

Subject to any agreement between the Organization and the United Nations, the Health Assembly shall review and approve the budget estimates and shall apportion the expenses among the Members in accordance with a scale to be fixed by the Health Assembly.

International Labor Organization

The budget is prepared by the Director General of the International Labor Office for the Governing Body. The Governing Body examines and approves the budget on the basis of detailed recommendations of its Finance Committee. The budget is then submitted to the General Conference. Here it is first reviewed by the Finance Committee of Government Representatives of the Conference, and can be approved only by a two-thirds vote of the delegates present at the Conference.

Article 13, paragraph 2 (c) of the Constitution of the International Labor Organization provides in this regard that—

the arrangements for the approval, allocation, and collection of the budget of the International Labor Organization shall be determined by the Conference by a

two-thirds majority of the votes cast by the delegates present, and shall provide for the approval of the budget and of the arrangements for the allocation of expenses among the Members of the Organization by a committee of Government representatives.

Paragraph 3 of the same article provides:

The expenses of the International Labor Organization shall be borne by the Members in accordance with the arrangements in force in virtue of paragraph 1 [which contemplated the possibility of common financing with the United Nations] or paragraph 2 (c) of this article.

II. SIMILAR PROVISIONS IN THE CONSTITUTIONS OF OTHER SPECIALIZED AGENCIES

It may be of interest to note the provisions for the apportionment of the expenses among the participating powers as set forth in the basic instruments of other United Nations agencies.

THE UNIVERSAL POSTAL UNION

ARTICLE 27

1. Each Congress fixes the maximum figure for the ordinary annual expenses of the International Bureau. Those expenses, as well as the extraordinary expenses arising from the meeting of a Congress, a Conference or a Committee, and the expenses incurred in connection with special work entrusted to that Bureau, are shared by all the countries of the Union.

2. The latter are divided, for that purpose, into 7 classes, each of which contributes to the payment of the expenses in the following proportion:

	<i>Units</i>		<i>Units</i>
First class.....	25	Fifth class.....	5
Second class.....	20	Sixth class.....	3
Third class.....	15	Seventh class.....	1
Fourth class.....	10		

3. In case of a new adhesion, the Government of the Swiss Confederation determines, by mutual agreement with the Government of the country concerned, the class in which the latter is to be placed for the apportionment of the expenses of the International Bureau.

THE INTERNATIONAL TELECOMMUNICATION UNION

ARTICLE 14 (EXCERPTS)

4. For the purpose of apportioning expenses, Members and Associate Members shall be divided into 8 classes, each contributing on the basis of a fixed number of units, namely:

	<i>Units</i>		<i>Units</i>
First class.....	30	Fifth class.....	10
Second class.....	25	Sixth class.....	5
Third class.....	20	Seventh class.....	3
Fourth class.....	15	Eighth class.....	1

5. Each Member and Associate Member shall inform the Secretary General of the class in which it wishes to be included. This decision shall be communicated to the other Members and Associate Members by the Secretary General and shall not be changed during the interval between the coming into force of this Convention and the opening of the next Plenipotentiary Conference.

6. Members and Associate Members shall pay in advance their annual contributory shares calculated on the basis of the estimated expenditure of the Union for the following financial year.

THE INTERNATIONAL CIVIL AVIATION ORGANIZATION

ARTICLE 61

The Council shall submit to the Assembly an annual budget, annual statements of accounts, and estimates of all receipts and expenditures. The Assembly shall

vote the budget with whatever modification it sees fit to prescribe, and, with the exception of assessments under chapter XV to States consenting thereto, shall apportion the expenses of the Organization among the contracting States on the basis which it shall from time to time determine.

THE INTERNATIONAL REFUGEE ORGANIZATION

ARTICLE 10

1. The Director General shall submit, through the Executive Committee, to the General Council an annual budget, covering the necessary administrative, operational and large-scale resettlement expenditures of the Organization, and from time to time such supplementary budgets as may be required. The Executive Committee shall transmit the budget to the General Council with any remarks it may deem appropriate. Upon final approval of a budget by the General Council, the total under each of these three headings—to wit, “administrative,” “operational,” and “large-scale resettlement”—shall be allocated to the members in proportions for each heading to be determined from time to time by a two-thirds majority vote of the members of the General Council present and voting.

2. Contributions shall be payable, as a result of negotiations undertaken at the request of members between the Organization and such members, in kind or in such currency as may be provided for in a decision by the General Council, having regard to currencies in which the anticipated expenditure of the Organization will be effected from time to time, regardless of the currency in which the budget is expressed.

3. Each member undertakes to contribute to the Organization its share of the administrative expenses as determined and allocated under paragraphs 1 and 2 of this article.

4. Each member shall contribute to the operational expenditures—except for large-scale resettlement expenditures—as determined and allocated under paragraphs 1 and 2 of this article, subject to the requirements of the constitutional procedure of such members. The members undertake to contribute to the large-scale resettlement expenditures on a voluntary basis and subject to the requirements of their constitutional procedure.

5. A member of the Organization, which, after the expiration of a period of three months following the date of the coming into force of this Constitution, has not paid its financial contribution to the Organization for the first financial year, shall have no vote in the General Council or the Executive Committee until such contribution has been paid.

6. Subject to the provisions of paragraph 5 of this article, a member of the Organization which is in arrears in the payment of its financial contributions to the Organization shall have no vote in the General Council or the Executive Committee if the amount of the arrears equals or exceeds the amount of the contributions due from it for the preceding one full year.

7. The General Council may, nevertheless, permit such members to vote if it is satisfied that the failure to pay is due to conditions beyond the control of such members.

8. The administrative budget of the Organization shall be submitted annually to the General Assembly of the United Nations for such review and recommendation as the General Assembly may deem appropriate. The agreement under which the Organization shall be brought into relationship with the United Nations under article 3 of this Constitution may provide, *inter alia*, for the approval of the administrative budget of the Organization by the General Assembly of the United Nations.

9. Without prejudice to the provisions concerning supplementary budgets in paragraph 1 of this article, the following exceptional arrangements shall apply in respect of the financial year in which this Constitution comes into force:

(a) the budget shall be the provisional budget set forth in Annex II to this Constitution; and

(b) the amounts to be contributed by the members shall be in the proportions set forth in Annex II to this Constitution.

APPENDIX II

CHANGES IN EXISTING LAW

In compliance with subsection 4 of rule XXIX of the Standing Rules of the Senate changes in existing law made by the joint resolution are shown as follows (existing law proposed to be omitted is enclosed in black brackets; new matter is printed in italics; existing law in which no change is proposed is shown in roman):

Public Resolution 31, Seventieth Congress:

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That in order to [enable] meet the obligations of the United States [to become] as a member of the American International Institute for the Protection of Childhood [at Montevideo, Uruguay,] there [is] are hereby authorized to be appropriated to the Department of State—

(a) the sum of ["\$2,000 per annum"] \$24,000 for [the contribution] payment by the United States [toward the support of the institution] of its assessed contribution for the period beginning July 1, 1946, and extending through the fiscal year expiring June 30, 1949;

(b) such sums, not to exceed \$10,000 annually, as may be required thereafter for the payment by the United States of its share of the expenses of the Institute, as apportioned in accordance with the statutes of the Institute.

Section 2 of Public Law 174, Seventy-ninth Congress:

SEC. 2. There is hereby authorized to be appropriated, out of any money in the Treasury not otherwise appropriated, a sum not exceeding \$625,000 during the first fiscal year of the Organization and sums not exceeding ["\$1,250,000"] \$2,000,000 annually thereafter as may be required for expenditure under the direction of the Secretary of State, for the payment by the United States of its proportionate share in the expenses of the Organization.

Section 3 of Public Law 403, Eightieth Congress:

SEC. 3. There is hereby authorized to be appropriated to the Department of State, out of any money in the Treasury not otherwise appropriated—

(a) Not more than ["\$20,000"] \$75,000 annually for the payment by the United States of its proportionate share of the expenses of the Commission and its auxiliary and subsidiary bodies, as set forth in article XIV of the Agreement Establishing the South Pacific Commission;

(b) Such additional sums as may be needed for the payment of all necessary expenses incident to participation by the United States in the activities of the Commission, including salaries of the United States Commissioners, their alternates, and appropriate staff, without regard to the civil-service laws and the Classification Act of 1923, as amended; personal services in the District of Columbia; services as authorized by section 15 of Public Law 600, Seventy-ninth Congress; under such rules and regulations as the Secretary of State may prescribe, allowances for living quarters, including heat, fuel, and light, and cost-of-living allowances to persons temporarily stationed abroad; hire of passenger motor vehicles and other local transportation; printing and binding without regard to section 11 of the Act of March 1, 1919 (44 U. S. C. 111), and section 3709 of the Revised Statutes, as amended; and such other expenses as the Secretary of State finds necessary to participation by the United States in the activities of the Commission: *Provided*, That the provisions of section 6 of the Act of July 30, 1946 (Public Law 565, Seventy-ninth Congress), and regulations thereunder, applicable to expenses incurred pursuant to that Act shall be applicable to any expenses incurred pursuant to this paragraph (b).

Section 3 of Public Law 643, Eightieth Congress:

SEC. 3. There [is] are hereby authorized to be appropriated [annually] to the Department of State for contribution to the working capital fund of the Organization the sum of \$560,000 and as annual appropriations the following:

(a) such sums, not to exceed ["\$1,920,000"] \$3,000,000 per annum as may be necessary for the payment by the United States of its share of the expenses

of the Organization, including those incurred by the Interim Commission, as apportioned by the Health Assembly in accordance with article 56 of the constitution of the Organization; and

(b) such additional sums, not to exceed \$83,000 for the fiscal year beginning July 1, 1947, as may be necessary to pay the expenses incident to participation by the United States in the activities of the Organization, including—

(1) salaries of the representative and alternate provided for in section 2 hereof, and appropriate staff, including personal services in the District of Columbia and elsewhere, without regard to the civil-service laws and the Classification Act of 1923, as amended; services as authorized by section 15 of Public Law 600, Seventy-ninth Congress; under such rules and regulations as the Secretary of State may prescribe, allowances for living quarters, including heat, fuel, and light and cost of living allowances to persons temporarily stationed abroad; printing and binding without regard to section 11 of the Act of March 1, 1919 (44 U. S. C. 111), and section 3709 of the Revised Statutes, as amended; and

(2) such other expenses as the Secretary of State deems necessary to participation by the United States in the activities of the Organization: *Provided*, That the provisions of section 6 of the Act of July 30, 1946, Public Law 565, Seventy-ninth Congress, and regulations thereunder, applicable to expenses incurred pursuant to that Act shall be applicable to any expenses incurred pursuant to this paragraph (b) (2).

Section 2 of Public Law 843, Eightieth Congress:

SEC. 2. There is hereby authorized to be appropriated annually to the Department of State—

(a) such sums, not to exceed ~~[\$1,091,739]~~ \$1,750,000 per annum, as may be necessary for the payment by the United States of its share of the expenses of the Organization, as apportioned by the International Labour Conference in accordance with article ~~[13 (c)]~~ 13 (2) (c) and 13 (3) of the constitution of the Organization; and

(b) such additional sums ~~[, not to exceed \$95,000 per annum,]~~ as may be necessary to pay the expenses incident to participation by the United States in the activities of the Organization, including—

(1) salaries of the representative or representatives and alternates and appropriate staff, including personal services in the District of Columbia and elsewhere, without regard to the civil-service laws and the Classification Act of 1923, as amended; services as authorized by section 15 of Public Law 600, Seventy-ninth Congress; under such rules and regulations as the Secretary of State may prescribe, allowances for living quarters, including heat, fuel, and light, and cost-of-living allowances to persons temporarily stationed abroad; printing and binding without regard to section 11 of the Act of March 1, 1919 (44 U. S. C. 111), and section 3709 of the Revised Statutes, as amended; and

(2) such other expenses as the Secretary of State deems necessary to participation by the United States in the activities of the Organization: *Provided*, That the provisions of section 6 of the Act of July 30, 1946, Public Law 565, Seventy-ninth Congress, and regulations thereunder, applicable to expenses incurred pursuant to that Act shall be applicable to any expenses incurred pursuant to this paragraph (b) (2).



Calendar No. 2456

81ST CONGRESS
2D SESSION

H. J. RES. 334

[Report No. 2450]

IN THE SENATE OF THE UNITED STATES

JUNE 23 (legislative day, JUNE 7), 1950

Read twice and referred to the Committee on Foreign Relations

AUGUST 28 (legislative day, JULY 20), 1950

Reported by Mr. GREEN, with an amendment

[Insert the part printed in italic]

JOINT RESOLUTION

To amend certain laws providing for membership and participation by the United States in certain international organizations.

1 *Resolved by the Senate and House of Representatives*
2 *of the United States of America in Congress assembled,*
3 That the following laws of the United States are hereby
4 amended in the following particulars:

5 (a) Public Resolution 31, Seventieth Congress, is
6 revised to read as follows:

7 “That in order to meet the obligations of the United
8 States as a member of the American International Institute
9 for the Protection of Childhood, there are hereby authorized
10 to be appropriated to the Department of State—

1 “(a) the sum of \$24,000 for payment by the
2 United States of its assessed annual contributions for
3 the period beginning July 1, 1946, and extending
4 through the fiscal year expiring June 30, 1949; and

5 “(b) such sums, not to exceed \$10,000 annually,
6 as may be required thereafter for the payment by the
7 United States of its share of the expenses of the Insti-
8 tute, as apportioned in accordance with the statutes of
9 the Institute.”

10 (b) Public Law 174, Seventy-ninth Congress, is
11 amended by striking out the figure “\$1,250,000” in sec-
12 tion 2 thereof and inserting in lieu thereof the figure
13 “\$2,000,000”.

14 (c) Public Law 403, Eightieth Congress, is amended
15 by striking out the figure “\$20,000” in subsection (a) of
16 section 3 thereof and inserting in lieu thereof the figure
17 “\$75,000”.

18 (d) Public Law 643, Eightieth Congress, is hereby
19 amended:

20 (1) By striking out the words “There is hereby author-
21 ized to be appropriated annually to the Department of
22 State” in section 3 thereof and inserting in lieu thereof the
23 words “There are hereby authorized to be appropriated
24 to the Department of State for contribution to the working

1 capital fund of the organization the sum of \$560,000 and
2 as annual appropriations the following"; and

3 (2) By striking out the figure "\$1,920,000" in sub-
4 section (a) of section 3 thereof and inserting in lieu thereof
5 the figure "\$3,000,000".

6 (e) Public Law 843, Eightieth Congress, is hereby
7 amended:

8 (1) By striking out the figure "\$1,091,739" in sub-
9 section (a) of section 2 thereof and inserting in lieu thereof
10 the figure "\$1,750,000";

11 (2) By striking out the words "article 13 (c)" in
12 section (a) of section 2 thereof and inserting in lieu thereof
13 the words "article 13 (2) (c) and 13 (3)"; and

14 (3) By striking out the words "not to exceed \$95,000
15 per annum" in subsection (b) of section 2 thereof.

16 *SEC. 2. All financial contributions by the United States*
17 *to the normal operations of the international organizations*
18 *covered by this Act, which member states are obligated to*
19 *support annually, shall be limited to the amounts provided*
20 *in this Act: Provided, That contributions for special projects*
21 *not regularly budgeted by such international organizations*
22 *shall not be subject to the above limitation.*

23 *All financial contributions by the United States to inter-*
24 *national organizations in which the United States partici-*

1 *pates as a member shall be made by or with the consent of*
2 *the Department of State regardless of the appropriation from*
3 *which any such contribution is made. The Secretary of State*
4 *shall report annually to the Congress on the extent and dis-*
5 *position of such contributions.*

Passed the House of Representatives June 22, 1950.

Attest:

RALPH R. ROBERTS,

Clerk.

Calendar No. 2456

81ST CONGRESS
2^D SESSION

H. J. RES. 334

[Report No. 2450]

JOINT RESOLUTION

To amend certain laws providing for membership and participation by the United States in certain international organizations.

JUNE 23 (legislative day, JUNE 7), 1950
Read twice and referred to the Committee on
Foreign Relations

AUGUST 28 (legislative day, JULY 20), 1950
Reported with an amendment

lawfully admitted to the United States for permanent residence as of the date of his actual entry into the United States, upon the payment by him of the visa fee of \$10 and the head tax of \$8.

SEC. 2. Upon the enactment of this act, the Secretary of State is authorized and directed to instruct the proper quota-control officer to deduct one number from the nonpreference category of the first available Italian immigration quota.

The amendments were agreed to.

The PRESIDING OFFICER. A similar bill is on the calendar which has been passed by the House, House bill 8136.

Mr. McCARRAN. Mr. President, the House bill should be considered, and amended by striking out all after the enacting clause and inserting the Senate bill as amended, and I ask unanimous consent that that be done.

The PRESIDING OFFICER. Without objection, the action requested will be considered as having been taken, and the question is on the engrossment of the amendment and the third reading of the bill.

The amendment was ordered to be engrossed and the bill to be read a third time.

The bill (H. R. 8136) was read the third time, and passed.

The title was amended so as to read: "A bill for the relief of Giuseppe Umberto Mantalban-Troy."

Mr. CHAVEZ subsequently said: Mr. President, in order to clear up the parliamentary situation, it appears to me that the Senate acted on Senate bill 3401, Calendar No. 2447, which was a similar bill to H. R. 8136, except that it was a Senate bill. Do we not now have to substitute the House bill for the Senate bill?

The PRESIDING OFFICER. The Chair will say to the Senator from New Mexico that the House bill has just now been passed, as amended by the inserting of the Senate bill, as amended.

AMENDMENT OF COLUMBIA BASIN PROJECT ACT

The bill (H. R. 8345) to amend the Columbia Basin Project Act with reference to recordable contracts was announced as next in order.

Mr. CHAVEZ. Mr. President, I notice that this bill was reported by the Senator from Oregon [Mr. CORDON]. I ask that it be passed over temporarily until the Senator from Oregon can be present and explain the bill.

Mr. O'MAHONEY. Mr. President, the bill was reported by the Senator from Oregon, but as chairman of the committee I shall be glad to explain it.

Mr. CHAVEZ. I shall be glad to hear the Senator from Wyoming. I wish to have the bill explained, in view of legislation now being considered with reference to the Columbia Basin.

Mr. O'MAHONEY. Mr. President, the bill is a very simple one. It amends the Columbia Basin Act by extending until December 31, 1951, the time within which landowners may file what are known as recordable contracts under the act.

As the Senator from New Mexico knows, the act contains provisions to

control speculation in land prices. For various reasons many owners did not sign their contracts. This bill merely provides authority for extending the period within which contracts may be signed. There has been no objection to the bill. It is endorsed by all the Senators from the Northwest, and by the Department of the Interior.

Mr. CHAVEZ. Mr. President, I have no idea of objecting to the bill, but I did want an explanation. After the explanation the Senator has given, there is no objection.

The PRESIDING OFFICER. Is there objection to the consideration of the bill?

There being no objection, the bill was considered, ordered to a third reading, read the third time, and passed.

BILL PASSED OVER

The bill (S. 3463) to amend the Railway Labor Act, as amended, so as to prevent interference with the movement of interstate commerce, and for other purposes, was announced as next in order.

Mr. LANGER. Over.

The PRESIDING OFFICER. The bill will be passed over.

CLAIMS OF THE STATE OF CALIFORNIA

The bill (H. R. 2401) to confer jurisdiction upon the Court of Claims to hear, determine, and render judgment upon the claims of the State of California, was considered, ordered to a third reading, read the third time, and passed.

ACQUISITION OF PROPERTY AND FACILITIES OF THE RAINIER NATIONAL PARK CO.

The bill (H. R. 1662) authorizing the Secretary of the Interior to acquire on behalf of the United States Government all property and facilities of the Rainer National Park Co. was considered, ordered to a third reading, read the third time, and passed.

SACRAMENTO VALLEY IRRIGATION CANALS, CENTRAL VALLEY PROJECT, CALIFORNIA

The Senate proceeded to consider the bill (H. R. 163) to authorize Sacramento Valley irrigation canals, Central Valley project, California, which had been reported from the Committee on Interior and Insular Affairs with an amendment, on page 4, after line 7, to insert:

SEC. 5. There are hereby authorized to be appropriated such funds as may be necessary to construct the works authorized in section 2 of this act: *Provided*, That no expenditure of funds shall be made for construction of this project until the Secretary of the Interior, with the approval of the President, has submitted to the Congress, with respect to such works, a completed report and finding of feasibility under the provisions of the Federal reclamation laws.

Mr. SCHOEPPPEL. Mr. President, reserving the right to object, may we have an explanation of the bill?

Mr. O'MAHONEY. Mr. President, from an early date in the history of the State of California, when the legislature of that State adopted plans, it was intended that Government assistance should be obtained for the construction

of irrigation canals in the Sacramento Valley. Approximately 250,000 acres will be served by the construction of these canals. The bill provides the authorization for the construction. It does not provide any appropriation.

The PRESIDING OFFICER. The question is on agreeing to the amendment.

The amendment was agreed to.

The amendment was ordered to be engrossed and the bill to be read a third time.

The bill was read the third time and passed.

PARTICIPATION OF THE UNITED STATES IN CERTAIN INTERNATIONAL ORGANIZATIONS

The Senate proceeded to consider the joint resolution (H. J. Res. 334) to amend certain laws providing for membership and participation by the United States in certain international organizations, which had been reported from the Committee on Foreign Relations with an amendment, on page 3, after line 15, to insert:

SEC. 2. All financial contributions by the United States to the normal operations of the international organizations covered by this act, which member states are obligated to support annually, shall be limited to the amounts provided in this act: *Provided*, That, contributions for special projects not regularly budgeted by such international organizations shall not be subject to the above limitation.

All financial contributions by the United States to international organizations in which the United States participates as a member shall be made by or with the consent of the Department of State regardless of the appropriation from which any such contribution is made. The Secretary of State shall report annually to the Congress on the extent and disposition of such contributions.

The amendment was agreed to.

The amendment was ordered to be engrossed and the joint resolution to be read a third time.

The joint resolution was read the third time, and passed.

EXEMPTION FROM TAXATION OF YMCA PROPERTY IN WASHINGTON, D. C.

The bill (H. R. 8797) to exempt property of the Young Men's Christian Association of the City of Washington (incorporated under the act of Congress of June 28, 1864, 13 Stat. L. 411) from taxation was announced as next in order.

Mr. LANGER. Mr. President, may we have an explanation of the bill? Is the property used entirely by the YMCA or is a part of it leased?

Mr. HUNT. A part of it is leased, and taxes are paid upon the part which is leased.

Mr. LANGER. I have no objection, Mr. President.

The PRESIDING OFFICER. Is there objection to the present consideration of the bill?

There being no objection, the Senate proceeded to consider the bill (H. R. 8797) to exempt property of the Young Men's Christian Association of the City of Washington (incorporated under the act of Congress of June 28, 1864, 13 Stat.

L. 411) from taxation, which had been reported from the Committee on the District of Columbia, with an amendment on page 2, after line 8, to strike out:

That amendment shall be effective as of August 6, 1894.

And, after line 9, to insert:

SEC. 2. The Young Men's Christian Association of the City of Washington, incorporated by act of Congress, approved June 28, 1864 (13 Stat. L. 411), is hereby relieved from any accrued liability to the United States or the District of Columbia for taxes imposed upon any of the property of such association located in the District of Columbia for any tax period during which such property was occupied and used by such association for its legitimate purposes.

The amendment was agreed to.

The amendment was ordered to be engrossed and the bill to be read a third time.

The bill was read the third time and passed.

IMPROVEMENT OF STADIUM FACILITIES AT EASTERN SENIOR HIGH SCHOOL

The Senate proceeded to consider the bill (H. R. 8710) to provide for the improvement of stadium facilities at the Eastern Senior High School in the District of Columbia, which had been reported from the Committee on the District of Columbia with amendments, on page 1, line 4, after the words "directed to", to strike out "construct an addition to" and insert "improve"; and in line 6, after the word "Columbia", to strike out "so that such stadium will provide seating accommodations for 10,000 persons, and to equip such stadium with a modern lighting system for the illumination of its playing field."

The amendments were agreed to.

The amendments were ordered to be engrossed and the bill to be read a third time.

The bill was read the third time and passed.

BILL PASSED OVER

The bill (H. R. 7240) to amend the act entitled "An act to regulate barbers in the District of Columbia, and for other purposes," approved June 7, 1938, and for other purposes, was announced as next in order.

Mr. CHAVEZ. Mr. President, may we have a brief explanation of what the bill provides?

Mr. NEELY. Mr. President, the Senator from Rhode Island [Mr. LEAHY] reported the bill. I was informed within the hour that he would be present to explain the bill and take care of it on the floor. I ask unanimous consent that the bill may be passed to the foot of the calendar and that if the Senator from Rhode Island should return to the floor he may explain it then.

The PRESIDING OFFICER. The bill will be placed at the foot of the calendar.

Mr. NEELY subsequently said: Mr. President, the Senator from Rhode Island has just come to the floor. I ask unanimous consent that the Senate return to the bill which was just passed to the foot of the calendar.

The PRESIDING OFFICER. House bill 7240 was passed to the foot of the

calendar. Is there objection to returning to that bill? The Chair hears none, and it is so ordered, and the Senator from Rhode Island is recognized.

Mr. LEAHY. Mr. President, the purpose of the bill is to increase the basic rate of compensation of members of the Board of Barber Examiners of the District of Columbia from \$9 to \$20 a day. The present rate is in fact \$13.07 a day under the operation of various pay acts. The effect of this bill would be to increase the rate from \$13.07 to \$20 a day. In addition the bill requires the posting of a list of prices in barber shops for services rendered, and it also increases the penalty for violation of the act. The bill has the approval of the Board of Commissioners of the District of Columbia.

Mr. CHAVEZ. Mr. President, will the Senator yield?

Mr. LEAHY. I yield.

Mr. CHAVEZ. The bill increases the penalty for violation of the act. Where would that come in, and who would determine if the act were violated? Would that be determined by the Commissioners of the District of Columbia or by the Board of Barber Examiners, or who?

Mr. LEAHY. My information is that it is the Board of Barber Examiners who would impose penalties for violation of the act.

Mr. CHAVEZ. Mr. President, I do not like to have any board impose penalties upon any citizens of this country. I prefer that to be done under the law. Therefore, in this instance I shall have to ask that the bill be passed over.

The PRESIDING OFFICER. The bill will be passed over.

EXCHANGE OF NATIONAL PARK LAND IN DISTRICT OF COLUMBIA

The Senate proceeded to consider the bill (S. 4086) to provide for the exchange of certain national park land situated in the District of Columbia for certain lands owned by the New Temple Committee, Inc., which had been reported from the Committee on the District of Columbia with an amendment, to strike out all after the enacting clause, and insert:

The Secretary of the Interior is authorized and directed to accept, on behalf of and without cost to the United States, conveyance by the New Temple Committee, Incorporated, of a full and clear title to two parcels of land situated in the District of Columbia and more particularly described as follows:

(1) Part of lots 13 and 16 in block 8 of Fairview Heights, as per plat recorded in the office of the Surveyor of the District of Columbia in Book County 6, page 72; and part of alley closed, as per plat recorded in the office of the Surveyor of the District of Columbia in book 131, page 48, described in one parcel, as follows:

Beginning for the same at a point on the west line of Thirty-ninth Street, said point of beginning being one hundred ninety-two and sixty-seven one-hundredths feet north of the intersection of the northerly line of Macomb Street and the west line of Thirty-ninth Street and running thence due west one hundred thirteen and two-tenths feet to a point on the northerly line of said lot 16; thence along said northerly line of said lot 16 north sixty-nine degrees fifty-two minutes for two seconds east seventy-nine

and forty-four one-hundredths feet to the center line of said alley closed; thence along said center line of said alley closed north seven degrees forty-eight minutes forty-two seconds east forty and ten one-hundredths feet; thence south eighty-one degrees twenty-four minutes thirteen seconds east thirty-three and fifty-four one-hundredths feet to the said west line of Thirty-ninth Street; thence along said west line of Thirty-ninth Street due north sixty-two and five one-hundredths feet to the point of beginning, containing three thousand four hundred seventeen and ten one-hundredths square feet.

(2) Part of a tract of land numbered for the purpose of assessment and taxation as parcel 32/13, described as follows:

Beginning for the same at a point on the westerly line of a tract of land numbered for the purpose of assessment and taxation as parcel 32/13, said point of beginning being the two following courses and distances from the intersection of the northeasterly line of Massachusetts Avenue and the northerly line of Macomb Street; (1) South eighty-nine degrees fifty-five minutes forty-eight seconds east one hundred three and nine-tenths feet to the said westerly line of a tract of land numbered for the purpose of assessment and taxation as parcel 32/13; (2) thence along said westerly line of parcel 32/13 north no degrees four minutes twelve seconds east sixty and no-tenths feet to the point of beginning of the parcel herein intended to be described; thence along said westerly line of parcel 32/13 north no degrees four minutes twelve seconds east ninety and no-tenths feet; thence south eighty-nine degrees fifty-five minutes forty-eight seconds east fifty and no-tenths feet; thence south twenty-nine degrees seven minutes thirty-two seconds west one hundred two and ninety-six one-hundredths feet to the point of beginning, containing two thousand two hundred fifty and no-tenths square feet.

Upon acceptance of such title to such parcels the Secretary of the Interior is authorized and directed to convey, without cost, to the New Temple Committee, Incorporated, all right, title, and interest of the United States in and to certain national park land in the District of Columbia more particularly described as follows:

Part of lot 17 of block 8 of Fairview Heights, as recorded in the office of the Surveyor of the District of Columbia in Book County 6, page 72; part of Massachusetts Avenue closed, as recorded in the office of the Surveyor of the District of Columbia in book 88, page 17; and part of a tract of land numbered for the purpose of assessment and taxation as parcel 32/10, described in one parcel, as follows:

Beginning for the same at a point on the northerly line of said lot 16, said point of beginning being the three following courses and distances from the intersection of the northerly line of Macomb Street and the west line of Thirty-ninth Street; (1) Due north along said west line of Thirty-ninth Street one hundred ninety-two and sixty-seven one-hundredths feet; (2) thence due west one hundred thirteen and twenty one-hundredths feet to the said northerly line of lot 16; (3) thence along said northerly line of lot 16 south sixty-nine degrees fifty-two minutes forty-two seconds west eighty and nine one-hundredths feet to the point of beginning of the parcel herein intended to be described; thence still with the said northerly line of lot 16 and a continuation thereof south sixty-nine degrees fifty-two minutes forty-two seconds west one hundred twenty-two and ninety one-hundredths feet; thence north fifteen degrees fifty-one minutes thirty seconds east twenty-eight and forty-nine one-hundredths feet; thence north eighty-nine degrees fifty-five minutes forty-eight seconds west two hundred thirty-two and forty-eight one-hundredths feet; thence

served in north Africa. But General Patton was now serving under General Bradley in Europe. Bradley does not boast. He looks after his men. He is selfless and only wants to win for his country. God never made a better man.

Of course, the Sixth Army group was under a great general, Jacob L. Devers, at Heidelberg, and the Seventh Army under Patch, and the First French Army was distinctly under him. But in addition to the First, Third, and Ninth American Armies under Bradley there was quickly formed at the close of hostilities the Fifteenth Army, the French Army under General Giraud. So at one time General Omar N. Bradley had under his command more than 1,300,000 ground troops, the largest ground force under the command of any American general in all our history.

Six of us Members of the House chosen by the leadership at that time joined by six Members of the Senate to visit the atrocity camps at Buchenwald, Nordhausen, and Dachau. We spent a night in conference with General Eisenhower who did not hesitate to say that in his honest judgment Omar Bradley perhaps was the greatest general of this last war, particularly from the standpoint of strategy and of tactics. That was a great and noble confession coming from General Eisenhower who was not only a soldier but a diplomat and who had to spend much of his time as an administrator. But it was Omar N. Bradley in the field, and we spent two night with him at Weisbaden before the surrender of Germany, and there we learned again how highly he was respected by his own officers and how he was beloved, and what trust and confidence the buck private had in him.

I do not think there is anyone who would rather go out of his way to confer such high honor upon any man; and might I say that the Congress of the United States has always been a little slow, Mr. Speaker, in recognizing the genius and the services rendered by some of its commanders. After all, I think that is a very good and wholesome thing, because if we dished out these honors on a wholesale scale and in indiscriminate fashion they would soon become empty honors and would mean little or nothing.

Mr. MARTIN of Massachusetts. I will say that the gentleman has convinced me, Mr. Speaker, and I withdraw my reservation of objection.

Mr. SHORT. I thank the gentleman from Massachusetts. I am going to make it very short, then. I merely want to say this, sir, that the State of Missouri has made magnificent contributions in the field of literature and military tactics and statecraft of this Nation. Two of our most illustrious sons, Black Jack Pershing, commander in chief in the First World War, and our other great son, of whom all Missourians are proud—and I rather imagine that Omar N. Bradley is a Democrat, coming from north Missouri, but God knows I love him. He is a human being; he is capable of making some mistakes; anybody has got to sin once in a while, so I excuse him for being a Democrat. He talks and acts

like a Republican. If he votes, he does not do much harm, for people in the Army are not given to mixing in politics. He is neither Republican nor Democrat. He is a great man, an American, I assure our distinguished minority leader. To know Omar Bradley is to love him. His sweet, attractive, charming wife is even better.

Missouri honors him because of his modesty, humility, his sterling patriotism, his incomparable spirit, his daring courage. There is no man in America who better deserves because of his own personal worth and merit, the high honor which the Committee on Military Affairs wishes him to have.

It should be noted, Mr. Speaker, that before our late and lamented friend, Congressman Walter G. Andrews, passed away we considered this question and all of us, when the Republicans were in power, agreed to it. "Ham" Andrews, with CARL VINSON and the rest of us understand and realize the service that Omar Bradley rendered. We did not vote that extra star at that time because he wanted to wait, reconsider, reflect and think of what the action meant.

On October 5, 1949, the gentleman from Michigan, Congressman PAUL SHAFER, introduced a bill to give General Bradley the permanent grade of General of the Army. He, as all of us, realizes the merit of this legislation but we waited until we could pass it in a moment of cool, calm deliberation. That time has arrived and I am glad that all Members unite in giving one of America's greatest sons the honor that is justly due him.

(Mr. SHORT asked and was given permission to revise and extend his remarks).

The SPEAKER. Is there objection to the request of the gentleman from Missouri?

There was no objection.

The Clerk read the bill, as follows:

Be it enacted, etc., That, because of the many distinguished services which Gen. Omar N. Bradley, United States Army, has rendered to his country (but not because of the position he holds as Chairman of the Joint Chiefs of Staff), the President is authorized to appoint the said Gen. Omar N. Bradley, United States Army, to the permanent grade of General of the Army, with all the rights, privileges, benefits, pay, and allowance provided by law for officers appointed to such permanent grade pursuant to the act of March 23, 1946 (60 Stat. 59).

The bill was ordered to be read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

AIR ENGINEERING DEVELOPMENT CENTER

Mr. DURHAM. Mr. Speaker, I ask unanimous consent for the present consideration of the bill (S. 4118) to increase the appropriation authorization for the Air Engineering Development Center.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from North Carolina?

Mr. MARTIN of Massachusetts. Mr. Speaker, reserving the right to object,

will the gentleman explain the reason for the increase?

Mr. DURHAM. Mr. Speaker, some 18 months ago this House passed the original military wind tunnel bill. At that time the bill that came to us from the Air Force asked for \$150,000,000 authorization. The Air Corps and the Research and Development Board of the NACA at that time had not fully made decisions on some of these types of equipment, especially the large wind-tunnel facilities. The two 8-foot tunnels and also the VMW facility has been placed there and is being erected today.

Since 1946 there has been a great deal of study given to the idea of building a 16-foot wind tunnel for testing ram jets and jet propulsion engines, so today this large tunnel is needed to test these facilities. This will carry us up to a speed beyond anything that we have ever carried out in the way of fundamental research with regard to such facilities.

Mr. MARTIN of Massachusetts. Mr. Speaker, I withdraw my reservation of objection.

Mr. RICH. Mr. Speaker, reserving the right to object, I wish to ask if this bill is for arming the North Atlantic Pact nations.

Mr. DURHAM. It will probably help in the long run and probably help to protect you and me, and America also.

Mr. RICH. Does this money go for the arming of these foreign nations?

Mr. DURHAM. No, no; all of this facility will be built down here in Tennessee for carrying out basic and fundamental research in airplane engines and test facilities of all types.

Mr. RICH. I want to say that if this is for the arming of these Atlantic Pact nations it is not going through by unanimous consent if I can prevent it.

Mr. EVINS. Mr. Speaker, will the gentleman yield?

Mr. DURHAM. I yield.

Mr. EVINS. This is an authorization bill, not an appropriation bill.

Mr. MARTIN of Massachusetts. How much money is involved?

Mr. DURHAM. There is no money at all involved.

The SPEAKER. Is there objection to the request of the gentleman from North Carolina?

There was no objection.

The Clerk read the bill, as follows:

Be it enacted, etc., That so much of section 204 of title II of the act of October 27, 1949 (63 Stat. 937; 50 U. S. C. 524), relating to the appropriation authorization for the establishment and for initial construction, installation, and equipment of the Air Engineering Development Center in the sum of \$100,000,000, is hereby amended by striking out "\$100,000,000", and inserting in lieu thereof "\$157,500,000."

The bill was ordered to be read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

MEMBERSHIP AND PARTICIPATION BY THE UNITED STATES IN CERTAIN INTERNATIONAL ORGANIZATIONS

Mr. KEE. Mr. Speaker, I ask unanimous consent to take from the Speaker's desk the joint resolution (H. J. Res. 334)

to amend certain laws providing for membership and participation by the United States in certain international organizations, with a Senate amendment thereto, and concur in the Senate amendment.

The Clerk read the title of the joint resolution.

The Clerk read the Senate amendment, as follows:

Page 3, after line 17, insert:

"SEC. 2. All financial contributions by the United States to the normal operations of the international organizations covered by this act, which member states are obligated to support annually, shall be limited to the amounts provided in this act: *Provided*, That contributions for special projects not regularly budgeted by such international organizations shall not be subject to the above limitation.

"All financial contributions by the United States to international organizations in which the United States participates as a member shall be made by or with the consent of the Department of State regardless of the appropriation from which any such contribution is made. The Secretary of State shall report annually to the Congress on the extent and disposition of such contributions."

The SPEAKER. Is there objection to the request of the gentleman from West Virginia?

Mr. MARTIN of Massachusetts. Mr. Speaker, reserving the right to object, as I understand it, this is a restrictive amendment?

Mr. KEE. It is.

Mr. MARTIN of Massachusetts. Just what does it do?

Mr. KEE. The amendment by the Senate provides that all contributions made by any of the other Government organizations or institutions must be reported to the State Department and agreed upon by the State Department, then a report of that contribution is made to the Congress.

Mr. JUDD. Mr. Speaker, will the gentleman yield?

Mr. MARTIN of Massachusetts. I yield to the gentleman from Minnesota.

Mr. JUDD. Is it not true this amendment makes it certain that it will not be possible for any Government agency to circumvent the ceiling which this legislation places on United States contributions to these organizations?

Mr. KEE. It makes the ceiling positive.

The SPEAKER. Is there objection to the request of the gentleman from West Virginia?

There was no objection.

The Senate amendment was concurred in.

A motion to reconsider was laid on the table.

(Mr. JUDD asked and was given permission to extend his remarks at this point in the RECORD.)

Mr. JUDD. Mr. Speaker, I am happy that this legislation which I introduced last year is at last on the final lap toward becoming law. It raises the ceilings on United States contributions to five international organizations of which we are members, but does not raise the percentage of the total budgets of such organizations to be provided by the United States. That is, it permits the organizations to expand their activities as we

and other nations increase our respective contributions proportionately.

Three of the five organizations—World Health Organization, Food and Agriculture Organization, and International Labor Organization—are specialized agencies of the United Nations. They have passed through their experimental stages and are performing exceedingly useful work. Increasing our contributions to them is a sound investment.

Mr. Speaker, the less the United Nations Security Council is able to function effectively, due to Russian obstructionism, the more important it is that we support fully every international organization that is functioning to build better working and living conditions, better health, better nutrition, better government, better understanding, cooperative effort in mutually beneficial programs and by all these means better relations and friendships. I am proud of this bill. It will help build peace.

FORT CAROLINE SETTLEMENT, ST. JOHNS BLUFF, FLA.

Mr. PETERSON. Mr. Speaker, I ask unanimous consent to take from the Speaker's desk the bill (H. R. 7709) to provide for the acquisition, investigation, and preservation of lands to commemorate the historic Fort Caroline settlement, St. Johns Bluff, Fla., with Senate amendments thereto, and concur in the Senate amendments.

The Clerk read the title of the bill.

The Clerk read the Senate amendments, as follows:

Page 1, line 5, strike out all after "otherwise," down to and including "Caroline." in line 9 and insert "the following described lands (together with any improvements thereon), to commemorate the historic settlement of Fort Caroline:

"Lots 21 and 22 and Lots 1A, 2A, 3A, 4A, 5A, 6A, 7A, 8A, 9A, 10A, and 11A, of Saint Johns Bluff Estates, a subdivision of land described in plat book 18, page 50, of the current public records of Duval County, Fla. "All Z. Kingsley Grant, section 44, township 1 south, range 28 east, and Shipyard Island, also known as Island Numbered 12 (excepting therefrom that part of Z. Kingsley Grant, section 44, township 1 south, range 28 east, as described in deed recorded in deed book 4, page 3, of the current public records of Duval County, Fla.)."

Page 3, line 4, after "States" insert "; and if, following any such reversion, the Secretary of the Interior shall determine that such lands would not be suitable for a national historical park and recommend that the United States sell or otherwise dispose of such lands, the former owners (other than the State) from whom such lands shall have been acquired by the United States under the provisions of this act, or their heirs, shall have an option to repurchase the lands at the price received therefor under this act."

Page 3, line 16, strike out "100,000" and insert: "\$40,000."

The SPEAKER. Is there objection to the request of the gentleman from Florida?

Mr. MARTIN of Massachusetts. Mr. Speaker, reserving the right to object, will the gentleman explain the amendments?

Mr. PETERSON. Mr. Speaker, there are three amendments. The first one has the effect of striking certain language. We provided not to exceed 500

acres in the vicinity of St. Johns Bluff. They struck that out and actually spelled out certain lots and grants by description, which reduces the acreage considerably.

The second amendment provides that in the event any land is abandoned the person from whom the land was acquired would have priority in reacquisition.

The third amendment reduces the amount authorized in the House bill from \$100,000 to \$40,000.

Mr. MARTIN of Massachusetts. I understand this comes with unanimous approval of the committee?

Mr. PETERSON. Yes.

The SPEAKER. Is there objection to the request of the gentleman from Florida?

There was no objection.

The Senate amendments were concurred in.

A motion to reconsider was laid on the table.

JOSHUA TREE NATIONAL MONUMENT IN THE STATE OF CALIFORNIA

Mr. PETERSON. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the bill (H. R. 7934) to reduce and revise the boundaries of the Joshua Tree National Monument in the State of California, and for other purposes, with Senate amendments thereto, and concur in the Senate amendments.

The Clerk read the title of the bill.

The Clerk read the Senate amendments, as follows:

Page 5, strike out lines 1 to 5, inclusive, and insert:

"SEC. 2. All public-domain lands heretofore included within the Joshua Tree National Monument which are eliminated from the national monument by this act are hereby opened to location, entry, and patenting under the United States mining laws: *Provided*, That such public-domain lands or portions thereof shall be restored to application and entry under other applicable public-land laws, including the mineral leasing laws."

Page 5, after line 5, insert:

"SEC. 3. All leases, permits, and licenses issued or authorized by any department, establishment, or agency of the United States, with respect to the Federal lands excluded from the Joshua Tree National Monument by this act, which are in effect on the date of the approval of this act shall continue in effect, subject to compliance with the terms and conditions therein set forth, until terminated in accordance with the provisions thereof."

Page 5, after line 5, insert:

"SEC. 4. The Secretary of the Interior is authorized and directed, through the Bureau of Mines, the Geological Survey, and the National Park Service, to cause a survey to be made of the area within the revised boundaries of the Joshua Tree National Monument with a view to determining to what extent the said area is more valuable for minerals than for the national-monument purposes for which it was created. Report of said survey shall be filed with the President of the United States Senate and the Speaker of the House of Representatives on or before February 1, 1951."

The SPEAKER. Is there objection to the request of the gentleman from Florida?

Mr. MARTIN of Massachusetts. Mr. Speaker, reserving the right to object, will the gentleman explain these amendments?

[PUBLIC LAW 806—81ST CONGRESS]

[CHAPTER 976—2D SESSION]

[H. J. Res. 334]

JOINT RESOLUTION

To amend certain laws providing for membership and participation by the United States in certain international organizations.

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That the following laws of the United States are hereby amended in the following particulars:

(a) Public Resolution 31, Seventieth Congress, is revised to read as follows:

“That in order to meet the obligations of the United States as a member of the American International Institute for the Protection of Childhood, there are hereby authorized to be appropriated to the Department of State—

“(a) the sum of \$24,000 for payment by the United States of its assessed annual contributions for the period beginning July 1, 1946, and extending through the fiscal year expiring June 30, 1949; and

“(b) such sums, not to exceed \$10,000 annually, as may be required thereafter for the payment by the United States of its share of the expenses of the Institute, as apportioned in accordance with the statutes of the Institute.”

(b) Public Law 174, Seventy-ninth Congress, is amended by striking out the figure “\$1,250,000” in section 2 thereof and inserting in lieu thereof the figure “\$2,000,000”.

(c) Public Law 403, Eightieth Congress, is amended by striking out the figure “\$20,000” in subsection (a) of section 3 thereof and inserting in lieu thereof the figure “\$75,000”.

(d) Public Law 643, Eightieth Congress, is hereby amended:

(1) By striking out the words “There is hereby authorized to be appropriated annually to the Department of State” in section 3 thereof and inserting in lieu thereof the words “There are hereby authorized to be appropriated to the Department of State for contribution to the working capital fund of the organization the sum of \$560,000 and as annual appropriations the following”; and

(2) By striking out the figure “\$1,920,000” in subsection (a) of section 3 thereof and inserting in lieu thereof the figure “\$3,000,000”.

(e) Public Law 843, Eightieth Congress, is hereby amended:

(1) By striking out the figure “\$1,091,739” in subsection (a) of section 2 thereof and inserting in lieu thereof the figure “\$1,750,000”;

(2) By striking out the words “article 13 (c)” in section (a) of section 2 thereof and inserting in lieu thereof the words “article 13 (2) (c) and 13 (3)”;

(3) By striking out the words “not to exceed \$95,000 per annum” in subsection (b) of section 2 thereof.

SEC. 2. All financial contributions by the United States to the normal operations of the international organizations covered by this Act, which member states are obligated to support annually, shall be limited to the amounts provided in this Act: *Provided*, That contributions for special projects not regularly budgeted by such international organizations shall not be subject to the above limitation.

All financial contributions by the United States to international organizations in which the United States participates as a member shall be made by or with the consent of the Department of State regardless of the appropriation from which any such contribution is made. The Secretary of State shall report annually to the Congress on the extent and disposition of such contributions.

Approved September 21, 1950.